THE VERMONT STORY

A Pilot Study on Industrial Homework In A Rural State

1955-1957

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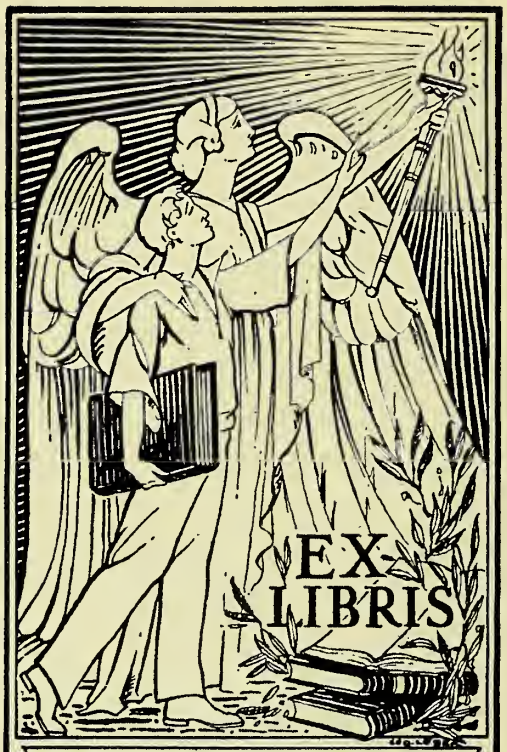

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THE VERMONT STORY

PILOT STUDY ON INDUSTRIAL HOMEWORK
APRIL, 1955 APRIL, 1957

NATIONAL INDUSTRIES FOR THE BLIND

AMERICAN FOUNDATION FOR THE BLIND

OFFICE OF VOCATIONAL REHABILITATION

Prepared by
M. ROBERTA TOWNSEND
Director of Pilot Study

Governor Joseph B. Johnson of Vermont signing Bill H168 providing for the financial support of Industrial Homework as a permanent part of the State Rehabilitation Program.

Left to right — Francis Irons, Director of Division of Vocational Rehabilitation Services; Donald Dabelstein, Assistant Director, Office of Vocational Rehabilitation, Dept. of Health, Education and Welfare; John Miller, Jr., Supervisor of Industrial Homework; John Ireland, Homeworker; Virginia Cole, Director of Services for the Blind.

Foreword

Much has been said about the contribution that physically handicapped persons can make to the national economy if given an opportunity. Less has been said about the contribution that severely disabled, homebound individuals can make to that same national economy and even less has actually been done about it. However, *The Vermont Story* is testimony to the fact that some real attention has been paid to this phase of our national life. Here a federal agency and two national voluntary agencies cooperated with two state agencies over a period of two years to prove that a dollar *could* be placed in the pocket of a severely disabled homebound person at a cost of less than that same dollar—a singular fact in these days of high subsidy to sheltered industry! !

But this result was not achieved just by accident or just by fortuitous circumstances. It was achieved by long-range planning; by careful selection of staff and by careful determination of eligible clients; by excellent leadership; and by consistent business-like practices and procedures. To begin with, M. Roberta Townsend, Director of the Pilot Project, was convinced that it *could* be done and her inspired and consistent hand at the helm was a large factor in the success of the endeavor. The selected staff, all dedicated to the same objective, made it possible to enlist the cooperation of industry and client alike. But enlisting was not enough. Carrying through was what counted. Clients were always sure that their selected raw materials would be delivered to them; industry was never left without the finished product at the required time! ! The pick-up truck was *regular* in its runs; neither weather nor illness prevented the carrying out of this necessary daily activity. The cooperating state agencies stood ready to render the necessary supportive services as the Industrial Homework Staff registered such needs. The community of Vermont—management and labor alike—gave comprehensive support. The Government of Vermont, through its Commissioners of Education and of Welfare, gave counsel and support which, at the close of the Project, became overtly evident in enabling legislation that now permits the continuation of this work solely through the support of state funds.

What Vermont can do, other states can do! This publication is a challenge to the other forty-seven states and our Insular Possessions and Territories!

KATHERN F. GRUBER, *Director*
Division of Research and
Specialist Services
American Foundation for the Blind

Preface

The Vermont Pilot Study on Industrial Homework which started April 1st, 1955, officially came to an end June 30th, 1957.

Thus, two years of intensive research and demonstration have been completed in an effort to prove or disprove the practicability of offering regular employment opportunity to the severely disabled homebound person in a rural state at a reasonable cost in relation to the dollar earned.

This was the charge and this has been done.

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ORIGIN OF THE PILOT STUDY

The week of March 1st, 1954, a Workshop on Industrial Homework was held in Washington, D. C., at which a group of individuals from 31 States met together under the sponsorship of the American Foundation for the Blind, National Industries for the Blind, and the Office of Vocational Rehabilitation.

Five days were spent upon

1. The definitive aspects of Industrial Homework
2. Important factors to be considered in anticipation of an Industrial Homework Program
3. Methods and procedures for teaching the employable homebound in shop, center or home
4. Production problems
5. Staff required to operate a program
6. Selection and standardization of products or processes
7. Marketing and merchandising

At the close of the Workshop the three sponsoring agencies were asked to activate the findings through a demonstration Pilot Study in a selected geographic area, preferably rural as the weight of evidence seemed to point up a greater need in that direction. It was also stipulated that such a Study be concerned with all types of disability rather than one diagnostic group.

Vermont was the first to come forward with a formal request for a Pilot Project on Industrial Homework to be undertaken in that State. The letter* dated December 15, 1954, was signed by the Director of Vocational Rehabilitation Services and the Director of Services for the Blind.

National Industries for the Blind and the American Foundation for the Blind agreed to act as co-sponsors. National Industries for the Blind prepared an application for a Study which was presented to the Office of Vocational Rehabilitation (under Public Law 565 Section 4(a) (1) of the Act, for research projects, demonstrations and special facilities and service) to be undertaken in the State of Vermont. Such Study was to cover a period of one year with an obligation to continue for a second year, but not to exceed two years.

The application was submitted to the Office of Vocational Rehabilitation and was passed upon favorably with the understanding that National Industries for the Blind would assume the Direction of the Study. The date for the opening of the Pilot Study was set for April 1st, 1955.

A sum of $24,000 was agreed upon for the carrying on of the Study, ⅔ of which was supplied by the Office of Vocational Rehabilitation, the remaining ⅓ to be provided by the American Foundation for the Blind and National Industries for the Blind. $20,000 was set aside as an operating budget. $4,000 was designated as the cost of professional services, maintenance and travel for the Director of the project. Specific aims and methods of procedures were submitted to the Office of Vocational Rehabilitation in the following outline:

* Appendix I

A. *Specific Aims.*

1. To clearly and usefully demonstrate the characteristics of Industrial Homework which identify it as a specialized and needed employment opportunity to be made available to adult handicapped individuals for whom it may have value. Throughout the Study the following definition of an Industrial Homebound Program will be used:

   "A service to be rendered by an accredited agency—designed and developed with the intention of adhering to health and labor laws—to offer regular work training and remunerative work opportunities to those eligible disabled persons who cannot for physical, psychological, or geographic reasons leave their homes to travel to and from a place of business."

   In further clarification, Industrial Homework will be regarded as an extension of the workshop opportunity into the home wherein the agency insofar as it is reasonable to do so, guarantees steady employment. The client, after proper instruction and training, shall guarantee reasonably steady production. The service is not to be confused with occupational therapy or creative crafts for leisure time.

2. To establish flexible standards of eligibility for handicapped persons to be served through Industrial Homework.

   They shall for this Study be—those who,

   a. Wish for regular gainful occupation
   b. Because of physical or geographic reasons cannot go to and from a place of employment
   c. With or without additional enabling services (medical, social, psychological, vocational, etc.) can

      1. achieve acceptable work performance and productivity through instruction and training.
      2. at the point of employment be able to guarantee a reasonable number of working hours per day.
      3. accept and understand a contractual relationship with the agency in terms of standardization of work and delivery of finished products.

3. To design and promote the Study in such a manner that the findings and ultimate conclusions will yield principles of applicable value to other States. It is understood and intended that the results of the Study shall be of National rather than localized significance and use.

B. *Method of Procedure*

1. *Organization of Project*

   A. Establish location of office. Organize operational set-up and procedures.
   B. Secure necessary qualified staff under titles as described.
   C. Set up Advisory Committee of persons to be helpful in promoting and activating various areas of the Study (Welfare agencies, councils, hospitals, universities, industry, business, organized labor, guilds, service clubs, etc.)

2. *Determination of number and location of persons to be served and enabling services available*

   A. Using present operating program establish number of industrially employable homeworkers immediately available.
   B. By case finding (using existing resources or exploratory methods) determine scope of problem in relation to numbers of persons, characteristics (disability, sex, age, education, work experience) as well as their geographic location.
   C. Seek and broaden sources within the going program or with other facilities, for necessary supporting services to be made available to handicapped persons prior to entry into instruction and work training (medical, social, psychological, vocational).
   D. Structure case finding, testing for eligibility and work opportunity for the client in such a manner as to move comprehensively ahead state-wide rather than in a localized area.

3. *Development of Training—Markets*
   A. Determine best setting for instruction—center, home—in relation to degree of disability and geographic spread of workers.
   B. Transportation of client to center—temporary housing.
   C. Prepare client through use of supporting service.
   D. Devise Lesson Plans — length of instruction period — intervals between instruction periods.
   E. Materials and equipment needed.
   F. Immediate consideration to be given to sources of markets for finished products or sub-contract work suitable to home industries and to potential skills of workers. Such procedure paralleling instruction and training period helps assure employment and disposition of goods manufactured.
4. *Production Problems—establish*
   A. Terms of employment—full time, part time.
   B. Minimum unit of working hours.
   C. Establishment of wage scale under Wages & Hours.
   D. Health Regulations in accordance with Department of Labor.
   E. Purchase of raw materials.
   F. Pick-up & Delivery and Inspection.
   G. Clerical work.
5. *Merchandising & Sales*
   A. Evaluate products, using business and industry.
   B. Develop proper pricing and packaging.
   C. Promote sales of finished goods and develop sub-contract opportunities if available.

PREPARATION FOR THE PILOT STUDY

In anticipation of a program which is to be designed to serve or aid the blind or physically disabled, certain important facts must be identified and established before such plans may be activated in any particular state or community.

We are aware of the fact that individuals who are disadvantaged by physical disabilities do not constitute a special segment of society, but represent a cross section of their community and will in their own right reflect the sociologic and economic influences indigenous to their environs.

Because we are so well aware of the entity of Man, whether handicapped or not, we will recognize the fact that before fundamental change may be offered or effected in any existing social grouping, it is important at the outset to observe and respect the known patterns presently functioning. Tradition may be so firmly entrenched that change may not be readily regarded as important. Because of this, the New should be approached through review and study of existing conditions and requirements rather than by the imposition of preconceived planning.

The etiology of customs which have the force of law, the topography, climate, population, sociologic and economic substance of a State are of intrinsic importance. For this reason, the following facts were of necessity collected and studied during the first weeks of the Project:

1. Historical background of the State
2. Total population (rural—urban)
3. Number of square miles, topography, climate
4. Number and location of larger cities (population)
5. Important industries
6. Manufacturers (Number employed, average earnings)
7. Status of individual public assistance related to overall income and per capita income
8. Amount of public tax funds within the State
9. Number of public and private agencies serving the disabled
10. Number and characteristics of the blind and physically disabled persons considered eligible for industrial homework. The quantity and quality of services available to them.
11. Organized Labor's attitude toward employment of the handicapped
12. Number and activity of civic groups and Service Clubs

It will not be necessary to go into exhaustive detail but we will consider such high lights as prove the need for a sound understanding of a people and a state in which they live before constructive and intelligent help may be offered to any segment of the population.

History records in the words of General John Burgoyne (1777) "The Hampshire Grants (Vermont) abound in the most active and rebellious race of the continent."

Prudent and frugal, hardy and active, the Vermonter of today views change analytically. He does not plunge or take chances. He acts upon his own personal convictions. In his own words, he "will not be pushed."

The tempo of life in this rural State is unhurried. Contrary to a popular conception, Vermont is not largely farmland. It is made up principally of small towns with very few over 2500 in population. The General Store, descendant of the Trading Post, that retailing institution of frontier society, is a focal point in town life. Here fellow townsmen meet and review the local and State news and ideas with which every man and woman is conversant. It should be noted that the General Store continues to perform a significant function in our present day retailing structure throughout the country.

In a population of 377,747 persons (about the size of Memphis, Tenn.), 36.4% are located in urban areas. Of the five largest cities, Burlington has the highest population with 33,155.

The 9,609 square miles of the State are divided down the center by the Green Mountains. The location of this lofty range, known for excellent winter sports, creates a problem in transportation for there are few places where year-round cross country travel is possible.

There are 110 to 160 days between hard frosts and during these long winter months heavy snowfall is experienced the full length of the State. Topography and climate affect fundamental economic conditions. Temperatures which can drop to 40 below zero cause acute problems in the performance of Industrial Homework. The answer, we must admit, has not yet been fully given to the question, "Are there areas in which it would be hopeless to try to maintain rural services on a year-round basis?"

Some of the important industries are marble, granite, talc and slate. Bulk milk is supplied to New England and New York; turkeys, fruit, corn, potatoes, cheese and maple syrup are produced in quantity and marketed. 1,068 manufacturers produce machinery and tools as well as wood, paper, stone and cement products. A large percentage employ from 4 to 50 workers; a very small minority show employment of 100 to 500.

Low in the national median of family income, Vermont does not sustain a buying power commensurate with its productivity. Most of its industries must seek out-of-state markets. This fact assumes significance in the operation of an Industrial Homework program in which the disposition of goods is as important as its manufacture.

A state-wide economic change is presently in process, manifest in the installation of big business in various selected areas. Because it is experimental at this stage, it is impossible to conjecture upon the outcome. It is said "There still exists in Vermont today, the pervasive spirit of individual enterprise and effort". Also, "Vermont esteems highly certain human qualities even though they do not conduce to the making of large incomes". To effect and resolve congeniality between the small one-man establishments and large industrial plants is not a short term undertaking. It will be interesting to follow this attempt at growth and expansion. It poses a question "Will it change and if so *how* will it change the character of the rural population?"

The average per capita income in the State is $1,535. Some 12,240 individuals are listed as receiving some public financial assistance. 137 blind persons receive an average grant of 48.90. 531 otherwise disabled persons receive an average of $50.38. Public tax funds are reported to be $25,078,290.23 (1956).

There are 801 public schools and 14 institutions of higher learning. While the Vermont Association for Crippled Children sponsors educational programs for crippled children in their homes, there are no braille or sight conversation classes for the blind school child in the State. The blind children are sent out of state for their education. Special care is offered the blind, physically disabled, tubercular, polio, cancer and heart patient. Public and private agencies serving these groups in the area of rehabilitation have a limited amount of psychiatric, psychological and social casework services available to them. Social casework is focused almost exclusively upon the child care agencies.

643 legally blind persons are registered in the State. However, there very likely are more blind persons than the 643 on this register as it is a known fact that no matter how carefully such state registers are maintained, they do not reflect the total number of persons disabled by blindness. No overall statistical figure is available for the otherwise disabled.* The number considered potential candidates for industrial homework was not known at the start of the Study.

Industry and Organized Labor are interested and sympathetic to the care and well being of disabled citizens and, in accordance with this interest, the placement of the disabled in competitive employment is acceptable.

Civic groups and Service Clubs present an intelligent and informed attitude toward welfare programs of the State. Their memberships lend themselves both physically and financially to movements for the improvement and expansion of all phases of health and welfare.

This, in brief, establishes the State pattern into which it was necessary to blend the Industrial Homework program if it was to become a useful instrumentality to citizens of the State.

* Appendix XXX

ORGANIZATION OF THE PILOT STUDY

At the outset, successive meetings were held with all Vermont personnel of Rehabilitation Services and Services to the Blind to be engaged in the Study. There was a thorough review and discussion of the purpose and plan of the program, with emphasis upon the definition of Industrial Homework as it was to be practiced throughout the Study; factors involved in the eligibility of the handicapped person for whom the service was intended; the role such a service should assume within the scope of the going program; and how it might be assimilated in the future.

Immediate steps were taken to acquaint local and State agencies, facilities and individuals with the existence and objectives of the Study. This was achieved through personal calls, newspaper stories, radio announcements, and attendance at special meetings.*

Federal and State Departments of Labor were approached to interpret all existing laws and their bearing upon Industrial Homework for the handicapped within Vermont. A certificate was secured from the Wage and Hours, Public Contracts Division of the U.S. Department of Labor, permitting the payment of a 20¢ minimum wage for a period of four months to those handicapped individuals who justifiably could not earn the required $1.00 minimum.

It was established that National Industries for the Blind would act as employer for the duration of the Study. Under these conditions, all permissive and restrictive laws applying to the non-profit private agency would be in effect, both for employed staff and handicapped client.

Consideration was given at the start to changes which would necessarily occur at such time as the State proposed to convert the Study into a permanent program .

It is important to point out the particular difficulties which faced the Study in the reconciliation of the sponsorship of two National non-profit voluntary agencies and a Federal agency on the one hand cooperating with two separate local State Departments. Because of this unusual set of circumstances involving five agencies, operating under different procedures and controls, much time and effort was spent in the probing of all enactments bearing upon income tax withholding (Federal and State), social security, Workmen's Compensation and Unemployment Insurance.

Simultaneously with the foregoing preparation; efforts were being made to secure staff. The services of private personnel agencies, State Employment, Rehabilitation Services, University Extension, Home Demonstration, and 4H Clubs were utilized. The position of Instructor was filled through a private personnel agency. Rehabilitation Services produced a successful candidate for Shipping-Stock Clerk and Inspector.

It is important to draw the following attention to these two appointments, especially in reference to staffing a rural program.

The Instructor, an experienced and personable business man in his early forties, had been for several years a systems engineer for International Business Machines, but had seen fit to select a way of life which offered him greater personal gratifications rather than financial return, and had settled in Vermont.

The Inspector-Shipping Clerk, in his middle thirties, had had Stores Clerk experience, as well as service in the Army Headquarters Intelligence Service during World War II.*

In consolidating and activating the unwieldly segments of an Industrial Homework Program, the value of qualified and personable staff cannot be overestimated. Not only must they have acceptable educational background and experience, but also a depth of understanding of the human values involved, a flexibility of approach, useful imagination, much patience and humor.

As it was necessary to establish a headquarters, Montpelier (the location of Services for the Blind and the Division of Vocational Rehabilitation) was selected and 7 Langdon Street became identified as the Industrial Homework Office. There was no positive assurance that Montpelier was the best choice, but it was impossible to foresee at the start where the greatest area of activity might develop. Consideration was given to the fact that as time went on, it might become necessary to open temporary centers at certain strategic points over the State in order to save time and to effect certain economies of operation.

An itemized budget was established with estimated monthly and annual expenditures. Bookkeeping was set up within Services for the Blind. Job and work tickets were devised,* and mimeographed material prepared for use in the making of community or industrial contacts.*

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* Appendix XXII

* For the last three months of the Study, because of the increased number of clients and the volume of work to be given out it was found necessary to employ a full time helper-driver for pick-up and delivery services.

* Appendix IX

* Appendix XXII

The names of 170 potential industrial homeworkers were submitted at the outset by the Division of Vocational Rehabilitation and Division of Services for the Blind. A lack of clear understanding of the scope and limitations of Industrial Homework, of the factors involved in the eligibility of those for whom it was intended and those for whom it had value, created an immediate problem. Many of those referred were not suitable because they were already employed in industry, or operating their own trucking business, or hospitalized, or not interested, etc.

A careful and critical screening process was suggested through which techniques and measurements might be arrived at thus effectively separating the potentially employable homebound worker from those individuals susceptible to and needing therapeutic or diversional services in the home. This register of eligible persons was reflected graphically by indicating individual locations on a map of Vermont.

Because of the need for strong individual counseling, the Division of Vocational Rehabilitation assigned a special counselor to the program. In the absence of social casework services, it was planned that referrals would channel directly from the Counselor to the Supervisor of Industrial Homework, with provision for full case discussion at the point of referral. Upon the acceptance of an individual as a homebound worker, the Supervisor of Industrial Homework would assume the responsibility of carrying forward the individual plans with the authority to request additional or recurrent supporting services when necessary. *This is a major principle to be followed inasmuch as these clients need the confidence that comes from strong, individual counseling and leadership.* Tentative forms were set up for necessary case material and an active card file begun for the tabulating of pertinent information.

Sub-contract was decided upon as the first type of work opportunity to be tried out. Sixty industries which seemed likely to offer such jobs were selected from the Annual Directory compiled by the Vermont Development Commission. Location of manufacturers were spotted upon another map and then both client and industry were combined on one map thus offering a graphic, though necessarily approximate connection between the location of the two.*

It is important to emphasize the unexpected ready interest and friendliness of industry which was prevalent in the community. Even though sub-contract eliminates the responsibilities of raw materials, inventory and sales in contradistinction to manufacture, the possible opportunities for manufacture were not neglected. For instance, the existence of 24 maple products companies and 30 cheese manufacturers suggested the devising of novel packaging which might be appropriately produced through Industrial Homework. Because florist flats are not manufactured within the State, this possibility was considered. With 500 pedigreed dog owners, breeders, and showers, it was an interesting fact that dog crates were not produced within the State, and this potential was also considered. Fish, Game, Forestry, and Highway Commissions were contacted for possible items to be manufactured. The above illustrate some of the many avenues that were explored. As a result of this intensive search, it was significant that on July 11, three months to the day of the opening of the Study, two jobs were secured.

These first contracts were articles aimed at the chain store markets. They were not ideal as such articles are closely priced, processed in great quantity and demanded on short delivery intervals. They did, however, offer the initial opportunity to activate the new venture. The workers averaged, after one month's job opportunity, 40¢ per hour. Most responded enthusiastically to this work opportunity.

With this encouraging beginning, the staff continued its job explorations and client preparation and instruction so that at the end of six months, it seemed advisable for NIB and AFB to sponsor a Progress Report Luncheon. The Governor, Deputy Adjutant General, Commissioner of Education, and Commissioner of Welfare together with representatives of Federal, State and local offices of Vocational Rehabilitation; Associated Industries for Vermont; Vermont C.I.O. and A.F.L.; U.S. Department of Labor; Blinded Veterans Association; officers of the first industries to offer employment opportunity; and personnel actively engaged in the Study, met together in common agreement upon the certain value of Industrial Homework for the homebound of Vermont

Following the meeting twelve important resource persons were asked to serve the Study in an advisory capacity.* These individuals represented medicine, industry, business, labor, research, communication, civic and service groups. It was understood that there would be no formally scheduled meetings, but that each resource person would make himself available for consultation with the Study personnel at such time as specific problems presented themselves.

Attention has been given to this initial luncheon because the dynamic force of community interest and informed support represented in those present was of material aid in carrying the program forward during the two years.

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* Appendix III
* Appendix VII

RESULTS OF THE PILOT STUDY

In order to judge intelligently the results of the Study it would be well to look with some degree of detail into the operations which clearly characterize Industrial Homework, the most difficult phase of employment of the handicapped.

Delineation of Industrial Homework

Why do we say the most difficult phase? The answer to this question must be compounded three ways. First, consideration of the worker in his home; the second, the work. The third and most perplexing dimension of the problem is how may the first two be effectively brought together.

Industry starts with a product and secures skilled workers to produce it or trains them to do so. If such workers are inept or unproductive they can be, and are, replaced by others.

The sheltered shop starts with the responsibility for the worker, not the product. Not only is this a marked inversion of industrial conduct, but the applicant may be without experience or proficiency of any kind. It may require a prolonged period of adjustment and training before he may be brought to any level of productivity. He cannot be dismissed for inefficiency as the shop is committed to the painstaking process of his rehabilitation in the area of work training and work experience.

Industrial Homework also starts with responsibility for the worker. The worker in the home setting, however, presents all of the workshop problems plus many more which his environs create.

A valid distinction of Industrial Homework is a need for continuing service to the worker even after he has achieved employment status. *This distinction must be understood and accepted as a major principle.* Some homeworkers, if not too severely handicapped, can and do graduate into competitive industry; the bulk, however, must continue to remain in their homes. As a worker becomes proficient and assumes a responsible attitude towards his job, it is possible that there may be a reduction in services to him. Industry, however, cannot and will not assume training, retraining, inspection, pick-up and delivery, job assignments, payroll details, etc. There will, therefore, need to be permanent agency support as long as an individual continues as an active industrial homeworker.

It is almost certain that the homebound individual will have had little, if any, training or work experience. If he suffers from a congenital and severe handicap, he has probably been deprived of the natural inter-personal relationships of schoolmates and playmates. Thus he may lack certain motivations which activate the normal drive to achieve or to compete. He may be frustrated, timid or wholly dispirited. He may have accumulated exaggerated and unrealistic notions in regard to job requirements or his own capacity or limitations in proportion to them. So little constructive help has been afforded the employable homebound individual that he may be demoralized by previous participation in a poorly planned rehabilitation or work program from which he gained little or no benefits. His response to any proposition may indicate, "No thank you, I've heard all this before."

The period of adjustment and training for the homeworker is apt to be lengthy. He does not have the benefit of the shop setting in which he may learn disciplines, work habits and work performance sparked by the heartening companionship of fellow trainees. It will be necessary to create in kitchen, living room, bed room or shack an appropriate work area which the worker as well as the family must learn to respect.

The pervasive role of the family in the home picture should not be minimized. A critical, doting or negligent attitude may destroy the entire working relationship, making it impossible to continue. Anxieties and insecurities of the worker may stem from a network of complexities with which he is surrounded and from which he cannot extricate himself. The professional and technical skill of caseworker, counselor, and instructor must form a consolidated support upon which he may comfortably lean as he works his way out of his difficulties.

Needed equipment must be arranged for and installed in space which may be crowded, unsuitable, unheated or overheated. The actual training and instruction must be carefully planned in accordance with the needs of the individual. The instruction period may be a prolonged term of trial and error during which all the pieces of the puzzle — the type of work suited to the individual; his attitude toward it; his family; the space in which he must work; and the time and mileage it consumes to reach him — all must be carefully fitted together.

An essential and difficult responsibility in the development of a homeworker is to instill in him that intangible something which will activate his interest, enthusiasm and pride in his work and at the same time arouse in him the sense of obligation necessary in a worker-employer relationship. We must make all of these elements tick for him in his own terms so that he may fully understand them.

Thus far we have briefly considered the problems around preparing the worker and the setting up of an employment situation in his home. The next distinguishing aspect of Industrial Homework which must be kept in mind is the fact that each and every service, tangible and intangible, must be brought to the worker

in his home. Endless time must be spent upon lesson plans, instruction, preparation of work units, pick-up and delivery schedules, as well as consideration of daily emergencies which present themselves, such as breakdown of equipment, work improperly done, work found to aggravate a disability and which therefore must be changed. Maybe the worker becomes snowbound and cannot be reached or maybe he may decide, after all the painstaking encouragement and training, that he just doesn't want to do the job. Any one of these, and many other unforeseen deviations will require emergent shifts in procedure.

Quick decisions, quick repairs, quick reshuffling of work loads, consultation on the part of caseworker, counselor and instructor will be needed, for always paralleling the necessary concern for the worker and his well-being is an equally serious obligation to industry. Deliveries of finished work must be made on time. This necessitates hard, fast, intelligent handling of a wholly unpredictable routine. Only thus is a necessary balance maintained between the acute demands and disciplines of business and a service to this admittedly deserving but variable manpower.

We urge serious consideration of these two singular characteristics of Industrial Homework — *emergent* and *unpredictable* — when seeking staff. As indicated before, over and above formal educational background and experience there must be flexibility, imagination and certainly speed in the meeting and adjusting of the manifold changes which persistently occur. The added blessing of a sense of humor should not be minimized.

Work and how to secure it is another portion of the problem. Unequivocally it can be said, the only way to get work is to go after it. This, too, is a piece of the complicated puzzle to be carefully fitted into place. Not only must each job be considered in relation to the capabilities and limitations of the individual candidate to whom it is to be offered, but there are certain overall restrictions to be met. Weight, bulk, cleanliness, noise (in relation to worker, family, neighbors) involvement of volatile substances, undisciplined children in the home, or an operation needing too much supervision are some of the various elements by which operations may be judged acceptable.

Distance in transportation can also be a deciding factor; not only in cost involved, but in relation to delivery dates to be met. Topography and climate may be additional factors if the program is to be carried on in a rural setting. Long and hard winters with the closing of certain roads may exclude some workers for a period of months. The lighter and smaller the work unit the easier the problem. For example, to be able to rely upon Parcel Post after the training period has been completed not only reduces the cost of transportation but opens up opportunities for a greater spread of work. Time, of course, must be spent upon inspection, processing of job tickets, payrolls, Withholding Tax and Social Security. It is important that all the necessary recording be kept in accordance with proper business procedures and that in the matter of wages, strict adherence be maintained in relation to the Minimum Wage Laws.*

The type of work to be secured depends entirely upon what may be available in or reasonbly near the community. It is interesting to note, just for quick comparison, the wide variance in manufacturing opportunities which present themselves state-wise. New York, the highest, has 50,628 industries listed; Kansas, in which an Industrial Homework operation is being carried on, 2,151; Nevada shows the smallest, 181. There is food for thought in the fact that Vermont with 9,609 square miles has 1,068 industries against Kansas' figure of 2,151 industries spread over 82,276 square miles. Both of these States list five large cities.

Sub-contract in the form of light assembly is by far the easiest to handle. It eliminates the responsibilities of cost of raw materials, inventories and sales. If, however, this is not available, some staple article or articles for which there is a *known* market, may be successfully manufactured in the home.

It must be pointed out, in anticipation of production in the home, that contrary to the shop where the work is brought to the worker at his bench and collected from him, the homeworker will have to handle his own working procedures. The work table may also serve as a dining table and will have to be relinquished at meal time. Unless he has a capable and willing family, this multiple handling will constitute a plus time factor in home operation.

Earlier in this report we pointed out the emphasis upon small business enterprise in the State of Vermont. This usually means an intermittent flow of work which is a real problem in both the planning and carrying out of work schedules. The small manufacturer may not stock sufficient raw material himself so that sudden shortages occur or he may not build up inventory beyond his known orders. This causes uneven pressures or stoppages of work. This is a good example of the unpredictable and emergent circumstances with which Industrial Homework may have to contend.

One immediate result of the Study reveals an acute need for a better understanding of the definitive aspects of Industrial Homework as an integral part of the rehabilitation process in the area of useful employment. It must be considered separate and apart from other recognized services to be rendered in the home. An equally important need is a clarification of the characteristics of those individuals for whom it is intended and for whom it has value, as well as those for whom it is not intended and for whom it has no value. It is an extension of the workshop into the home and must be so considered.

* Appendix XXIV

SIGNIFICANT FACTS AND FIGURES

The Client

Because of the incompleteness of extant records submitted at the beginning of the Study, and also the manner of referral, it was not possible to even estimate the actual population of potentially employable handicapped in the State. However, constant reviewing and screening of candidates referred to the Project indicate the following general characteristics of the potentially employable homebound individual in Vermont.

1. Most are severely disabled (all types of disability are represented, some emphasis upon arthritic)
2. Most fall into the higher age brackets (60 plus)
3. Most are of limited educational background
4. Few have specific skills
5. In some areas they have limited rehabilitation services available to them — such as social casework, psychiatric, psychological and therapeutic services
6. They are widely scattered across the State with a natural clustering around the larger cities
7. Many with a long history of unemployment or an unrealistic work experience are slow to grasp work opportunity and are easily discouraged
8. Many of the younger blind who are recommended for Industrial Homework are really candidates for competitive employment

Figures

During the two year period of the study, 136 persons were contacted and 56 received work with 30 individuals at the close of the study period payroll. Blind clients have fairly consistently represented an average of 50% of the total number served, though the irregular flow of work already referred to, has created acute problems in keeping the blind worker steadily employed. It is important to note in this connection that for a number of years prior to the Pilot Study, the homebound blind in Vermont have been engaged in intermittent "busy work". This undisciplined and unregulated work routine made it difficult for many of them to accept the daily demands of a bona fide industrial homework program.

Another point to which attention should be drawn was the initiation of a "homework program" by Services for the Blind. This also preceded the Pilot Study employing at most, five eligible blind persons. The cost per dollar earned by these blind persons as nearly as it was possible to estimate, appears to be $3.00+. This project continued to operate simultaneously with the Industrial Homework Office but under entirely separate financial auspices. This information is included here to suggest the consideration of operating this phase of "homework" with the over-all IHO program, both administratively and financially.

Costs

The major cost in a program such as this is revealed in Instructor travel, pick-up and delivery, and telephone. The Instructor travels approximately 1000 miles per month at an annual cost of $2500.00.

The second year a Suburban Carry-All was purchased for pick-up and delivery which rolled up 35,000 miles in the one year at an operating cost of $1055.00. To accommodate work units ranging from 500 to 2000 lbs. carried daily, it was necessary to trade in the Carry-All for a Route Delivery Van which is presently in use. 10,500,793 units of work were handled through the Industrial Homework Office during the Study.

The cost of the phone, including an answering device for the second year, was $728.00.

The Study has been carried on for the two year period under an annual operating figure of $20,000. This is believed to be a fair estimate of the minimal cost of such a service in a small state. The last five months have shown an average monthly expenditure of $1400.00. Rehabilitation services, bookkeeping and billing, of course, are not included in this figure as they were contributed by the two divisions.

It is safe to assume that the program, state-wide in operation as it is, may expand to include more homeworkers upon the same estimated basic budget.*

Earnings

During the first year, which includes approximately five months of organization, a cost was reported of $5.00 against the dollar earned with a healthy decline of this cost showing at the end of the year. The first five months of the second year reflected a cost of $2.23 for the dollar earned. January of the second year the cost dropped to $1.34 and the last two months of the Study show an $.85 cost for the dollar earned. These figures derive from the total monthly expenditures and the total wages paid to workers for that period. The early months reflect an $854 monthly expenditure and total wages of two to five workers; the later months reflect a $1400 monthly expenditure and total wages of 20 to 30 workers.

* Appendix XIII

As dollar for dollar was the goal, $.85 is a very gratifying figure to present at the end of the Study. The earnings of all clients, blind or disabled, have ranged from $5.00 to $25.00 weekly. The average seems to be levelling off at $15.00 to $20.00 weekly.

The payroll for the first year was $1813.00; for the second, it was $10,265.00.

Work Secured

From the 82 industries contacted in the State, six jobs were secured. From the five hundred letters of solicitation that were sent out of State (New England area), two opportunities were realized.

It must be borne in mind that homework is not a natural component of industry. It is a fringe operation used primarily for temporary adjustments of work loads, for the saving of space, for the lack of space, or for testing a new method or operation. For this reason, good industrial homework at an appropriate rate of pay is not easy to obtain. There are, however, opportunities to be found with reputable civic-minded industrialists who are seeking a temporary or permanent farming-out of certain processes.

If Industrial Homework is carried on in a business-like manner, Industry will increasingly accept and use this facility. This hopeful note stems from the positive and helpful interest shown by the manufacturers approached within the State and the tone of the letters received from nationally known companies in answer to those sent to them by the Industrial Homework Office. It seems worth while to include three quotes:

> "We have looked ino the possibility of using your facilities, but we do not have any work that we cannot adequately handle ourselves. However, we are very pleased to know that you have facilities for doing various types of assembly, packaging, and inspection work. If we ever have need to go outside our own plant we will be happy to contact you and discuss our particular problem with you."

> "I will certainly keep your letter in our files and if such a need does occur, you can be sure we will contact you immediately."

> "While I don't believe there is any possibility at present of supplying any work for your Industrial Homework Office, I would be glad to have your representative stop in to see me anytime when he is in our area. I would be interested in knowing more about the work you are doing."

Public Relations — Industry and Labor Focused

To publicize the program, short tape recordings were prepared describing the Industrial Homework Service.* These were reproduced on records and were accepted by fifteen radio stations in the State. They were run as spot announcements timed for business men to hear. Rehabilitation services were not stressed but instead Industrial Homework was presented as a practical facility for Industry to use in the expansion or simplification of manufacturing activities. This was a successful move as it brought inquiries from Industry to the Industrial Homework Office.

Permission was given to run factual statements of Industrial Homework Services in the monthly publication of Associated Industries of Vermont (the State National Industrial Council), and a short fact sheet was prepared either to send to manufacturers in anticipation of a call to secure work or to be left with them for future reference.*

It so happened that at the start of the Industrial Homework Project, the State A.F.L. was holding its annual convention in Bellows Falls. Leaders of this labor movement invited the Project Director to address the delegates and to explain the purpose and proposed procedures of the Industrial Homework Program. The assembled delegates unanimously approved the concept and pledged cooperation.

It is believed that much of the ready acceptance and understanding of the program as a needed and practical service to be rendered in the State stemmed from the direct and realistic method used in selling competent manpower and reliable service to Industry and Labor.

Evaluation of the Study

The desire for economic independence is a common goal among mankind. This desire and employment status play an important role in estimating the diversified potentials of an individual as a member of the community and as a wage earner. It is, therefore, important that these human values with which we are dealing be respected and maintained at a high level. Success in so doing largely rests upon a keenly apperceptive approach to work as the right of Man to use or reject as he may see fit.

To bring industrial work opportunity to the individual forced to seek economic independence within the

* Appendix XII

four walls of his home is a healthy investment in community growth and consciousness. A practical solution of how to reach and extend such service to this neglected reservoir of manpower proposes a basis for comparison and evaluation of other services which may and can have equal value and significance on a national level.

Analysis of the figures presented on page 9 and in the Appendix clearly indicates that the objective of the Study has been reached. We can say now with conviction that it is possible to offer regular employment to the homebound disabled person in a rural State at a reasonable cost in relation to the dollar earned.

The question, however, is still asked "Why not pay the homebound individual a flat sum of money and forget a difficult program of work." We would attempt to answer the question thus:

Steady work at reasonable rate of pay provides an opportunity for the worker to —

a. Maintain his status as a contributing member of society.
b. Conceivably prepare himself for competitive employment.
c. Reach a level where he could wholly or partially support himself.
d. Meet a deficit in his relief budget.
e. Accumulate social security benefits which will prepare him for his old age.
f. Help prevent disintegration of the family unit.

So ordered is our society, that each man who desires it may seek his own economic independence.

Who among us would agree that a charitable gift, no matter how abundant, could substitute for Man's desire to earn his own way — in his own way?

Vermont has accepted the Challenge. During the course of the Pilot Study, there were frequent discussions centering upon ways and means by which the State of Vermont could undertake the Industrial Homework Program. Advice was sought from members of the Resource Committee; consultation with discerning legislators; active leadership upon the part of the heads of the Division of Rehabilitation Services and Services for the Blind; valuable cooperation of both Commissioners involved; continued pressure from the three sponsoring agencies — all of these combined to bring into fruition July 1st a Law which now enables the State of Vermont to continue this most worthwhile program in behalf of its seriously disabled homebound citizens.

A GUIDE FOR ESTABLISHING AN INDUSTRIAL HOMEWORK PROGRAM

Reflection upon the Workshop or upon Industrial Homework (which we consider the extension of the workshop experience into the home) must, to be effective, be influenced by the presently accepted concept, that opportunity for useful employment whether available in workshop or home, is an integral part of the rehabilitation process. It affords the severely disabled individual a facility through which he may maintain his social status and, more rewarding, his self-respect. A component of the basic philosophy — Man's desire to work — it must be at once a service and a business enterprise.

Important preparation for programming may be found in the material previously set forth in Preparation for the Study,* for paralleling the philosophical concept of the entity of Man, is the urgent need to see him, know him and accept him in relation to the sociologic and economic influence within which we find him.

Establishment of Need

In anticipation of an Industrial Homework program, it will be necessary to analyze certain facts in order that need may be realistically established. For example, who is promoting such a proposal and why? Is it to meet a recognized gap in services to the community? Is it to be a part of the already going program or is it to be a separate unit on its own? Is the whole idea founded upon the premise that there are known to be a reasonable number of homebound individuals who could benefit by such services? The direct asking and answering of such basic questions at the outset will save time and money in the planning stage. It will serve also to forestall the danger of unrealistic programming.

Purpose and Goal

The purpose and goal must be of a certainty depend upon the distinguishing characteristics of the individuals for whom the program is to be designed and the place such services will fill in the total health and welfare services of the state or community. It is safe to say, however, that the fundamental objective is to afford, together with proper enabling rehabilitative services, an opportunity for disabled persons confined to their homes to achieve a level of self-support or partial support commensurate with their capabilities.

*Points 12 on Page 7

Characteristics of Potential Clients

Proof of need will be further intensified by an accurate knowledge of the characteristics of disabled individuals considered susceptible to and wishing for regular remunerative employment. It will be necessary to determine —

1. Number of potentially employable homebound workers.
2. Types and degree of disabilities to be served.
3. Age distribution.
4. Sex (predominantly men or women)
5. Educational background.
6. Work experience and skills.
7. Home environment (apartment, house, room, institution, other).
8. Geographic location and spread (rural, urban, accessible, inaccessible).

Eligibility

Until a sustained demonstration of Industrial Homework as presently defined has been carried on for an appreciable number of years (3 to 5) and until more data can be carefully analyzed and judged on a comparative basis, it will be difficult to draw more than a few sharp lines of eligibility.

1. Over and above the severity of a disability which prevents an individual from leaving his home to go to and from a place of work, or his geographic location offering the same restrictions, it is vitally important to establish the fact that it is he who wants regular employment, not that his family, his friends or the community wish it for him and seek to impose it upon him.

2. The candidate must be able after a period of training to do a stipulated number of hours of work per day at a satisfactory standard of performance. Let us say an individual can and does work well, but his work tolerance is limited to a very few hours per day. If the amount he earns is of justifiable value to him and the cost of handling can be absorbed, then it may be reasonable to include him. If conversely, it is necessary to run up disproportionately heavy costs to handle his small amount of production, it may become financially prohibitive to offer him employment.

3. In reason, the severity of a disability should not screen out opportunity for a client to at least be given a fair trial at training and work experience. Time, professional skill, patience and the careful selection of suitable work may often develop what appeared to have been hopeless cases into sufficiently rewarding productivity to themselves and the program to justify both effort and cost.

4. If the candidate is not truly homebound but there is no workshop available, Industrial Homework may reasonably supply the work experience and work opportunity which is essential for him preparatory to his industrial placement.

5. Consideration can and may be given to the disabled person who because of an aged parent, invalided relative, children to care for or similar family responsibilities is prevented from leaving home. Great care, however, must be practiced lest too much leniency permit Industrial Homework to develop into an easy-out or dumping ground. If precautions are not observed, certain situations may be created wherein clients willing and able to enter workshop or Industry may be lost sight of and thus become permanently homebound.

In relation to the painstaking process of training the severely disabled, it is important to remember that while the meeting of industrial obligations is a vital and valid responsibility, the goal at all times is the rehabilitation of the client into a realistic and gratifying employment situation commensurate with his capabilities. Demands of production sometimes divert the purpose to which the work experience must be dedicated.

A successful blending of a professional service and a formal work experience will be a prolonged and costly process. Investment of much time is fully justifiable in the benefits to be derived by the disabled individual and the salvaging of unused manpower. Cost is important only in relation to numbers served and the agency's ability to meet the financial responsibilities of a needed service in the community.

Importance of Supportive Services

An Industrial Homework Program may fall entirely within the jurisdiction of either or both the general Rehabilitative Services of the State and the specialized services for blind persons. Or it may lie entirely outside these two Divisions but depend upon them for supportive services. The importance of supplying supportive

services of a high order is paramount for the successful functioning of an Industrial Homework Program, because such a program, per se, is concerned with the training, production and continued employment of industrially homebound, and therefore it must depend upon the other agencies for detailed information about each person referred and also for supportive services which the client may need during the course of his industrial employment. For instance, if the general rehabilitation services have complete, accurate and current data on those individuals referred for Industrial Homework, this fact alone releases the time and energies of the Industrial Homework staff for the performing of those functions which are specifically their duty to perform. Inroads upon the time of Homework staff for activities and work outside their purview militate against the kind of concentration and daily attention which must be paid to the work and workers in the program. Hence, it cannot be stated too emphatically that general and specific supportive services are a bulwark upon which a day to day highly active Industrial Homework Program functions.

Analysis of Supportive Services

It is important to review within the State or community what rehabilitation resources are available, have been appealed to, have been used. An equally important question may be asked, Is there a workshop in existence from which the homebound program may properly stem or is it to be set up as a separate entity? If it is to be a part of an existing employment program within a going agency, certain enabling services are assumed to be immediately available.

The ideal team of supportive services for workshop or Industrial Homework as well as other rehabilitative goals is considered to be

Doctor	Psychologist	Physical Therapist
Psychiatrist	Occupational Therapist	Social Caseworker
	Rehabilitation Counselor	

The Homework Supervisor and Field Instructors will represent the necessary administrative and technical skills required to complete the Industrial Homework picture.

The interplay of specialized professional and technical skills reflected in such a team offers a framework of support and experience upon which the disabled individual may rely as he moves from medical and specialized care to acceptance by the social caseworker, to the judgment of the counselor, to the demands of the Instructor. Thus, hopefully, he may move with comfort and confidence from anxiety and insecurity to some form of useful and rewarding work experience.

Realistically the fact must be faced that outside of metropolitan cities such a roster of professional competence is rarely available. What then is the answer if full supportive services, as listed above, cannot be secured? We would say that the irreducible minimum would be a team of —

Doctor	Rehabilitation Counselor
Social Caseworker	And a combination Homework Supervisor and Instructor

In order to supplement professional competence in a small agency, it is urged that concentrated effort be made to secure needed services in the community. Social resources need not necessarily be drawn from social agencies only. Universities, hospitals and churches offer many timely professional skills upon which an organization may depend for help.

It is increasingly evident that in the adjustment of a disabled person into a realistic employment situation, discerning attention must be paid to readiness.

A fearful, confused, unconvinced or uninformed person is not ready to wholeheartedly accept and use any plan no matter how profoundly beneficial it may appear to be to those who seek to impose it upon him. Too early or too sudden exposure to experiences with which he is not familiar, or for which he is not fully prepared in advance, may create fears which will re-enforce the feelings of disability rather than allay them and cause the client such acute anxiety that he may permanently reject all efforts to help him.

Important Points in Client Adjustment are —

A. His understanding of his disability and the particular limitations and potentials it may possess.

B. His understanding at his individual intellectual level each rehabilitative service offered him.

C. A satisfactory and comfortable adjustment to his family and his personal and economic problems.

D. The development of a confident attitude toward social agencies and the importance of freedom and confidence in asking for aid.

E. Encouragement of free expression about work, its meaning and the obligations inherent in a job situation.

Until the candidate can with some degree of ease accept his disability, use freely and with understanding the rehabilitative services made available to him and, to a limited degree at least, actively and vocally participate in the formulation of the plans for his work experience, he cannot be considered ready for comprehensive work training or employability. He cannot benefit from the opportunities made available to him nor can he develop to the point where he may be exposed to the demands and disciplines which regular work, whether in shop, home or Industry, will in varying degrees impose upon him.

Cost of Program

The amount of money needed to carry on the project will undoubtedly be influenced by its location. Cost of transportation is an item which creates a variable both in time of personnel and mileage. Travel to and from the home, for example, for Instructor as well as pick-up and delivery in a metropolitan city is not the problem it is in a rural or sparsely populated state. It may require 100 miles or more to reach a single client.

Economies may be affected in the rural areas by the use of Parcel Post, (provided the work units are not too heavy), local trucking or volunteers who may drive long distances daily to and from work. In the latter case, the cost of gasoline may be involved.

The estimated budget for 1957-58 of the Vermont Project* reflects the breakdown of an annual expenditure of $20,000.00. This amount served to support a program in a State of 377,747 in population covering 9,609 suare miles with an anticipated case load of 75 to 100 persons. This is considered to be a minimal sum upon which such a program may be projected in a rural State without a shop program in conjunction with it.

For simplification of operation it is well to regard appropriated funds for a project under three headings — Capital, Operating, and Revolving Funds.

> *Capital Funds* are defined as monies set aside for the express purpose of providing permanent assets of the agency, such as machinery, tools, permanent office equipment, trucks, etc.
>
> *Operating Funds* are those intended for salaries, light, heat, maintenance or such items which recur periodically,
>
> *Revolving Funds* are those which provide for the purchase of raw materials and payment of wages to clients.

Whether an operation is large or small, it is important to provide methods of recording from which data may be drawn for accurate monthly financial statements. In this manner a true picture of costs and necessary shifts in cost may be realistically reflected and adjusted at all times.

Lacking the facts upon which to base an estimate, it has been arbitrarily accepted as a working theory that an Industrial Homework program would cost at least twice as much as the operation of a shop. National Industries for the Blind has assumed that a cost of 50¢ to place a dollar in the pocket of a disabled person is the point beyond which a workshop may not go and operate a financially sound program. Thus the level of Industrial Homework would be a dollar cost against a dollar earned.

Through the Vermont Study, which was a two year experimental project, it was found that the dollar for dollar ratio could be achieved. If this was done during a Pilot demonstration upon which limits of time and resources were imposed, it seems reasonable to assume that a financial formula has been set which may be successfully followed.

Financial Support

The financing of a service program such as Industrial Homework may be met in one of several ways. Funds may be appropriated by State Legislatures, local Community Funds, memberships and donations. In a few cases foundations or corporate resources may be tapped for income. Help may be afforded through State Vocational Rehabilitation Services, not only through enabling rehabilitative care but also by direct payment of fees for training and the providing of needed equipment to be used by the worker in his home.

It is important, in the anticipation of financial support, that full cognizance be taken of the fact that provision must be made for a reasonable period of organization during which it will not be possible to realize any relationship between cost of service and earnings of the client. Actually, it would be well to set aside the first year for sound establishment and adjustment of organizational procedures and program development before any effort is made to formally reconcile costs involved against service rendered.

The fact should be noted that a sound estimated budget for Industrial Homework, must be planned to meet a reasonable increase in clients without expansion of funds. A periodic analysis of the budget and the monthly expenditures is advisable so that a balance may be maintained at all times between the cost of the service and profitable returns to the client.

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* Appendix XIII

Housing

The housing of an Industrial Homework Project will depend upon the community in which the program is to be carried on and such services as may already be in existence, i.e. a workshop of which it is to become a part.

If it is to operate as a separate Division or service, suitable space should be located as centrally as possible in relation to distances to be covered for instruction and other phases of the work. It must afford ample room to provide for desks, files, typewriters, etc. as well as the storage of raw materials, work in process and, if manufacture is being carried on, inventory of finished goods. Space for large tables must be available upon which preparation of work and inspection may be done. There should also be a "work room" area in which time studies, work try-outs, special jigs and equipment, etc. may be developed. Some serious consideration must be given to accessibility in terms of loading and unloading raw material and work units. Ample door space and the avoidance of steps and stairs are important.

An effort should be made to select a building which is in a good state of repair and to give serious thought to the problems of housekeeping. It is important to the community, to the client, to industry and to the staff to recognize and accept such a program as a well organized service set in an atmosphere of courtesy and efficiency.

Staff

We have outlined the team supplying the necessary enabling services through which the disabled individual may be made ready for his work experience. Assuming he has reached this point in his rehabilitation, the team narrows down to Social Caseworker, Counselor, Supervisor and Instructor. A flexible unification of these clearly defined professional and technical skills must continue to encourage and support the potential worker as he moves through the uncertainty of his adjustment into a rewarding employment situation.

The size of the overall staff of an Industrial Homework Department depends upon how and where it is to be put into operation. If it is to be an extension of a workshop program already in existence, certain staff duties may be shared by both divisions. Bookkeeping, stenography, clerical work, shipping and trucking for example may be pro-rated in accordance with the number of clients and the volume of business being done by both projects.

If the program is to stand upon its own, the aforementioned positions must be individually provided for. As has been emphasized elsewhere in this report, Industrial Homework is at once a service and a business enterprise. It is therefore..., of the utmost importance that it be sustained at all times by a smooth running management structure.

Staff specifically related to the service of Industrial Homework are Supervisor, Instructor and Aide. The number of instructors and aides will depend upon the size of the program and the territory to be covered. In a very large unit it would be well to include a full or part time salesman for the securing of work. In a very small project (Vermont) the Supervisor may also act as Instructor as well as salesman. The Aide may be impressed into service for giving simple corrective instruction.

The quality of formal education and experience, within their own field, which Supervisor and Instructor or Supervisor-Instructor bring to the program must be equivalent to that of any other member of the team.

The Instructor in Industrial Homework assumes a difficult and unusual responsibility. He must be not only an experienced, capable and patient teacher but in addition will have to be able to handle alone both family and client in the immensely complex task of constructing a positive work experience in a setting completely foreign to it. The Case Worker accepts the handicapped person as he is and helps him to adjust to and live with his disability, to live with his family and the community. The Counselor helps him to recognize his potential skills and aptitudes and provides the means through which he may develop and use them to his financial benefit. The Instructor must be able to accept and interpret referrals from Caseworker and Counselor with intelligence and competence of judgment. He must have a thorough understanding of the functioning of these professional skills and not confuse them with the technical competence he represents. In spite of a great amount of detail he must not lose sight of the importance of the individual client and the need to carry through to completion the plan made for him. The Instructor is the first member of the rehabilitation team who will impose positive disciplines and demands upon the client. Filling a teacher-employer role he must require a high standard of work performance from the client and at the same time stimulate and keep alive his incentive, interest and enthusiasm. These varied responsibilities call for an exceptional degree of skill, perseverance, sensitivity and flexibility.

If contact with Industry falls within the responsibility of the Instructor he must be able to meet manufacturers on their industrial level, selling the service on a business-like basis.

Suggested sources for securing supervisory and/or instructor staff—

1. The best personnel agency available
2. Schools of Business Management
3. Schools of Industrial or Mechanical Engineering
4. University Extension Divisions
5. Industrial Arts Departments of Universities

Job qualifications for Social Caseworker, Counselor, Supervisor-Instructor and Aide appear in Appendix.*

SECURING OF WORK AND THE WORK PROCESS

Criteria for Remunerative Employment

REGULAR employment, the keynote of Industrial Homework, means that the agency offering such services, insofar as possible, promises steady work at a fair rate of pay to the client after he has become productive. The client on his part must assume the responsibility of producing at a reasonably steady pace to warrant the agency's development of industrial markets. With the introduction of the word market or marketing we have established, next to earnings of the individual, the most important discipline which sets Industrial Homework apart from other services to be offered in the home i.e. meeting work standards and production schedules.

Types of Work

The types of work which lend themselves to Industrial Homework fall into two general classifications, sub-contract and manufacture.

SUB-CONTRACT is the simpler and less complicated of the two types of work. It is concerned with work to be done on customers' material. Instruction is more in the nature of "show-how" with emphasis placed upon time and motion studies and ways and means of simplifying the work process through which the worker may build up his productivity thereby realizing rewarding returns in a higher wage.

Light assembly, packaging, sorting, finishing, etc. offer many opportunities for work at home. A given number of work units are completed by the worker using material supplied by the manufacturer. A piece rate is paid the worker which must be comparable with rates paid for the same process in Industry.* Instruction, pick-up and delivery, inspection and paying of wages are the responsibility of the agency. The manufacturer involved reimburses the agency for wages paid.

MANUFACTURE of products at once sets up the risks and cost of product development, purchase of raw materials, inventory and sales.

It should be recognized at the outset that manufacture as discussed in relation to Industrial Homework is not to be confused with crafts. The use of the word "craft" continues to cause misunderstanding in the Industrial Homework picture. This is undoubtedly due to its unfortunate liaison with leisure time hobbies or creative work fashioned for personal gratification. Manufactured merchandise falls into fairly distinct categories; staple, seasonal, luxury or gift articles.

Articles to be manufactured in the home are subject to the same limitations as those already outlined. There is, however, an additional factor involved which is the matter of saleability.

There are four basic elements to consider in saleability:

1. Good design
2. Technical excellence
3. Correct relation to current uses and fashion
4. Pricing

GOOD DESIGN, whether related to kitchen utensils, drapery fabrics, suits or paintings depends upon line, form and color. The product must be pleasing to look at, well and properly proportioned, harmonious in color and made of suitable materials.

TECHNICAL EXCELLENCE indicates that the construction and workmanship of the product must be of a standard and quality commensurate to the use to which it is to be put.

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* Appendix XXVI
* Appendix XXIV

CORRECT RELATION TO CURRENT USES AND FASHION demands that the product meet the present trends and demands. It means this year's merchandise, not last year's.

PRICING is most important. Industry has established certain price ranges into which manufactured goods naturally fall. The consumer has unconsciously accepted this and has learned to judge his purchases on this basis. The high priced item will sell if the dollar value is there. The overpriced will not. Under pricing will not necessarily create a ready sale. The out-of-line price tends to raise a doubt in the buyer's mind, he may suspect that something is wrong and therefore lose interest in the purchase. Industry pays large sums for product development, testing, promoting, packaging, in the distribution of goods. Marketing and merchandising have become exact sciences upon which the economic balance of buying commodities on an industrial level must rest. Many of the devices and resources used by industry are available for the asking. Testing laboratories of home magazines, editors of style and trade magazines offer opportunities for valuable comment and opinion.

How to Secure Work

In spite of the desirability of sub-contract compared with the complications of manufacture, the decision in the end will have to rest upon what is available in the community or the State.

The best means of finding out where work may be secured is to make a thorough study of the industrial and manufacturing potentials of the area. Sources for this information are:

State Development Commission Directories
National Association of Manufacturers in State
Chamber of Commerce
World Almanac (statistical material)
Classified Directory
Industrial Plants
Trade Magazines
Manufacturers
Resident or Store Buyers
State Departments (Highway, Fish and Game, Forestry)

All of these will offer leads from which choices may be made. There is no short cut to this problem. It must be slowly and carefully worked out and tried out, keeping in mind at all times the types of workers, their skills, their homes, distances to be covered as well as the already described limitations on the suitability of the operation, flow of work (seasonal, regular) and the rate of pay.

Contacts with Industry

Contacts are made through personal visits or solicitation by mail.

Industry must be approached in a straightforward business-like way. Facts involved in the operation of Industrial Homework pertinent to Industry must be ready and presented as clearly and briefly as it is reasonable to do so. Description of responsibilities which are to be assumed by the Homework Office (instruction, inspection, pick-up and delivery, payment of wages, Withholding Tax, Social Security, etc.) should be available to Industry in written form.

The manufacturer must be left with the impression that this relationship is a satisfactory and uncomplicated business agreement. This will overcome the common assumption that he cannot count upon standard work or prompt deliveries, and is adding unnecessary responsibilities to himself and his staff in this arrangement.

It will be necessary to continue to search for job opportunities so that the problem presented by the necessity of diversified skills and the transportation of the work units at a minimum cost may be met and at least partially resolved.

Working Relationship

There should be a thorough understanding between the manufacturer and the Homework Office as to the responsibility assumed by the agency in adherence to the Federal Minimum Wage of 1.00 per hour. If a piece rate cannot be stated at the outset, proper provision must be made for a time and motion study out of which a satisfactory rate may be established. Methods and time of payment of wages must be determined at the beginning so that work flow and production may move agreeably for Industry as well as worker.

Pick-up and Delivery

Pick-up and delivery must be worked out in accordance with the wishes of the industry involved, the productivity of the workers and the mileage to be covered to reach them. The objective is at all times to arrive at as economical a method of the distribution of raw materials and finished goods as possible.

Inspection and Shipping

Details of inspection shall be determined by the type of work being processed and the amount of individual or spot checking required. Quite careful inspection may be important on certain jobs whereas spot or on-the-job inspection may be sufficient in the case of others. It is better to overdo in the matter of inspection than to take chances.

Shipping is determined by the type of work in process. Light-weight work units may be Parcel Posted. Heavy units may have to be trucked. The most practical and economical way is to be sought at all times as a method of lessening the cost of the total program. Where possible, mark-ups in overall charge to Industry should be solicited to carry this very realistic cost of handling.

OFFICE RECORDS*

"Work in Process" File

This file is set up in alphabetical sequence, each client having a manila folder therein. The purpose of the file is to maintain all work papers and tickets pertaining to a client and his current job which is in process. The length of time of "in process" is from and including the making of the source document (work ticket) that describes the job until the job is finished, the document completed, and the client paid. This file is the control on all work being done by the Industrial Homework Office.

Work Sheet

The work sheet is a supplemental form to the Work Ticket (next heading). Its chief and only purpose is to facilitate record maintenance of goods out and in to a particular client who might happen to be working on an *everyday* pick-up and delivery contract. The sheet is good for one pay period (half month) with spaces provided for recording goods out and in for each day in the period. At the end of a pay period the sheet is added up for quantity and earnings, and the sums are entered onto a work ticket. Thus, on such jobs, time is saved by not making up a complete work ticket every time goods are picked up and delivered.

The Work Ticket

The work ticket, in quadruplicate, is the source document for any lot of work taken out of a factory by IHO. Each ticket is consecutively pre-numbered. There are spaces provided on it, with appropriate headings, for the entering of job, lot and part numbers, the client's name and address, THE MANUFACTURER'S name and address, dates for pick-up and delivery between manufacturer, IHO and client, quantities and descriptions of raw material and finished product, and the amounts for the company to be billed and the client to be paid.

The job number is assigned to any new job contracted for and remains in use for the duration of the contract, short or long. The number is simply assigned consecutively. The lot number goes up consecutively for every lot of work taken from a plant for that particular job. The part number is assigned for each lot for each client. For instance, if three clients are working on one lot, the three tickets are assigned parts one, two and three.

The work ticket is filled out upon the start of a work lot through the date of delivery to client and

* Appendix IX

includes the description and quantity of raw material. All four copies are placed in the client's folder in the "work in process" file.

After the finished product is picked up, delivered to the plant and the final recapitulation of the lot is known, the work ticket is completed to include the finished product delivered and the amounts for the client to be paid and the company billed.

Upon completion of the ticket, the first and second copies (yellow and white) are sent to the bookkeeper.

The third copy (pink) is sent to the manufacturer for his records. He keeps these pink copies on file, and at month end when he receives the Industrial Homework Office bill, he is able to check off his copies to the ticket numbers and amounts on the bill before writing his check to the Industrial Homework Office. All contractors enjoy this system. It is an air-tight check for the manufacturer, and eliminates any disagreements that might arise between him and IHO.

The fourth copy (blue) is put back into the client's folder in the "work in process" file to await pay day and also serves as a temporary copy *in* the office.

On approximately the 16th and 30th of the month all of the second copies are returned to IHO from the bookkeeper together with the clients' checks, which have been drawn against the revolving fund. The checks and second copies are then checked back by the IHO aide to the fourth copies (blue) which have accumulated in the "work in process" file. After the aide is satisfied that the checks are correct, and that they match the second and fourth copies, the checks are signed by the Supervisor and put into envelopes along with the blue copies and mailed to the clients. The blue copy thus serves as a record to the client of the work he has done during the period, and gives *him* the opportunity of checking on the accuracy of IHO's handling of his work and pay.

The second copy remains in the Industrial Homework Office dead file as a record of the transaction.

The original copy has already remained in the bookkeeper's office for the same purpose, and additionally as a source for billing Industry at month end.

All bills to Industry consist simply of a list of ticket numbers with amounts opposite. This is sufficient because Industry already has the third copy of all work tickets.

Statistics and Records

All amounts on tickets, ticket numbers and dates are chronologically entered in a bound ledger under each Industry by job title and number, so that at a glance the amount of business of any Industry, or job within that Industry, can be determined for any period of time.

A semi-monthly and monthly report is made by the bookkeeper of the pay for each client. These totals are entered progressively in a bound ledger by the Industrial Homework Office aide showing the amount earned by each client for each pay period and the to-date pay. Thus, at a glance, one can see how much John Jones has earned for a pay period or how much he has earned for the year. This is a convenient reference when the Public Assistance Division of Social Welfare telephones IHO to inquire about how much a client is earning a month, or for different months. Wall charts, which graphically picture the progress of the program (and which also serve as a spur to obtaining new business) are also maintained from the figures in this ledger.

Check Writing

At the middle and end of the month, the bookkeeper adds up the work tickets for each client for the pay period and writes the checks therefrom, withholding Federal and State Income Taxes and Social Security

Taxes. The bookkeeper records the earnings of each client on a payroll ledger card for purposes of quarterly Social Security reports and year end reports of earnings and all taxes withheld for the client. When the checks are completed, they are signed by a program Director and forwarded to the IHO office with the second copies of the work tickets. (See Work Ticket) *

The bookkeeper also keeps account of all cash, accounts payable and receivable and draws up the general ledger.

Telephone Automatic Answering Service

Members of the staff, needless to say, spend more than half their time in the field. The problem is thus presented of there being no one in the office to answer telephone business calls. And the office often receives calls of an emergent nature.

The problem has been solved by the installation of an automatic answering and recording device. This device was installed by the telephone company for a flat monthly rate included on the regular telephone bill. The monthly rental is very low for the service the device provides in giving Industry confidence that IHO is receiving all messages pertaining to business, and in giving the IHO notice of any calls from clients for their problems or machine breakdown in their homes.

Wages — Legal Restrictions

The Federal Government and most of the States have laws which control, in varying degrees, the operation of homebound industries. Any agency personnel planning an industrial homework program should familiarize themselves with these laws and their restrictions.

The Wage and Hour and Public Contracts Divisions, U.S. Department of Labor, issue special certificates to non-profit private agencies operating sheltered workshops or homebound programs.* The certificate authorizes the payment of sub-minimum rates for handicapped workers engaged in producing goods for interstate commerce, who are unable to earn the $1 an hour minimum wage set by the Fair Labor Standards Act (Federal Wage-Hour Law). Under the terms of the certificate, the agency is required to pay handicapped workers the same piece or production rate prevailing in the area for non-handicapped workers in industry doing the same work. Where industrial piece rates are not readily available, proper rates are required to be determined by time studies.

Information and regulations on special certificates under the Fair Labor Standards Act may be obtained by writing or contacting the appropriate Regional Office of the Wage and Hour and Public Contracts Divisions, U.S. Department of Labor, or the office in Washington, D. C. Information on State laws may be obtained from the State Department of Labor.

Continuing Community Support

In the foregoing pages we have set forth the necessary steps for preparing, organizing and activating a program for industrial homework. Last, but not least, it is urged that attention be given to the importance of continued community support of such services.

Within the confines of its cultural pattern each community seeks ways and means of meeting the diversified needs of its citizens. Constructive help must be predicated upon a complete understanding and acceptance of the problem to be met. We are specifically concerned with a need for a knowledge and understanding of the potentialities of the homebound disabled adult both as a wage earner and a contributing member of the community.

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* Appendix XXIV

It has been proved that the necessity for Industrial Homework representing regular employment for the handicapped exists but that it must be met and worked with on vastly differing levels. The problem may occur in a large city where resources are abundant or in a sparsely settled area where there is little or nothing in services or work opportunity available.

State and local officials, Industry, organized labor and public minded citizens should be constantly alerted to the objectives and progress of a going program and urged to actively participate in it.

In order that certain misapprehensions may be corrected and a fuller understanding of the service arrived at, there must be complete and continuous clarification of the purpose of Industrial Homework, its value to the homebound individual and its potential usefulness to Industry. It is through public understanding, interest and sponsorship that an intelligent interpretation and comprehension of the service will ultimately afford this neglected segment of the disabled population their fair amount of useful employment.

The timely support of a Pilot Study on Industrial Homework by the Office of Vocational Rehabilitation, the American Foundation for the Blind and National Industries for the Blind has been justified in the positive findings as set forth in this Report. It is hoped that they will prove of practical use to those who wish to extend their employment services to the homebound.

Thus we complete our share of the Vermont Story.

A plea for acceptance of this service as a part of the rehabilitation process can be no stronger than that already offered — recognition of Man's desire to earn his own way — in his own way.

APPENDIX

STATE OF VERMONT
DEPARTMENT OF SOCIAL WELFARE
128 State Street
Montpelier, Vt.

December 15, 1954.

Miss M. Roberta Townsend, *Director*
Homework and Survey Department
National Industries for the Blind
15 West 16th Street,
New York 11, New York.

Dear Miss Townsend:

After having operated a very small industrial homework program for the blind for many years it is apparent to this division that the program is of merit but has not progressed to the extent of its need in the state. The Division of Vocational Rehabilitation is also convinced that a program similar should be set up for persons homebound by disabilities other than blindness. Knowing the plans of National Industries for the Blind, The American Foundation for the Blind, and the Office of Vocational Rehabilitation to set up pilot studies in industrial homework, we wish to request that Vermont be considered as one of the areas for the study, especially in relation to an integrated program.

We are ready and willing to cooperate in any way which will thereby increase employment opportunities for the homebound handicapped.

Sincerely yours,

/s/ VIRGINIA COLE

Virginia Cole, Director
Services for the Blind

/s/ F. S. IRONS

Francis S. Irons, Director
Vocational Rehabilitation
Department of Education

WORKING OUTLINE USED IN ACTIVATING THE PILOT STUDY

VERMONT STUDY

DEVELOPMENT ON THE LOCAL LEVEL

1. Purpose of and reason for Study
2. Scope of services already being offered
3. Organizational and administrative know-how of existing agency
4. Relationship with available resources
5. Knowledge and application of Federal and State Labor Laws in relation to Industrial Homework
6. First steps (space, staff, referral procedures, etc.)
7. First problems (useful data for future reference)

ATTITUDES

1. Community
2. Industry
3. Organized Labor
4. Client
5. Others

CLIENT

1. Total number eligible
   - A. As submitted
   - B. As screened
2. Division of disabilities
3. General characteristics
4. Spread in State

STAFF

1. Number and title
   - A. Newly employed
   - B. Part of existing program
2. Job specifications
3. Job qualifications
4. Indoctrination
5. Time studies in travel, instruction, inspection, etc.

RESOURCES

1. Available, appealed to, interested, used
   - A. Professional, technical
   - B. Industrial
   - C. Labor
   - D. Volunteer

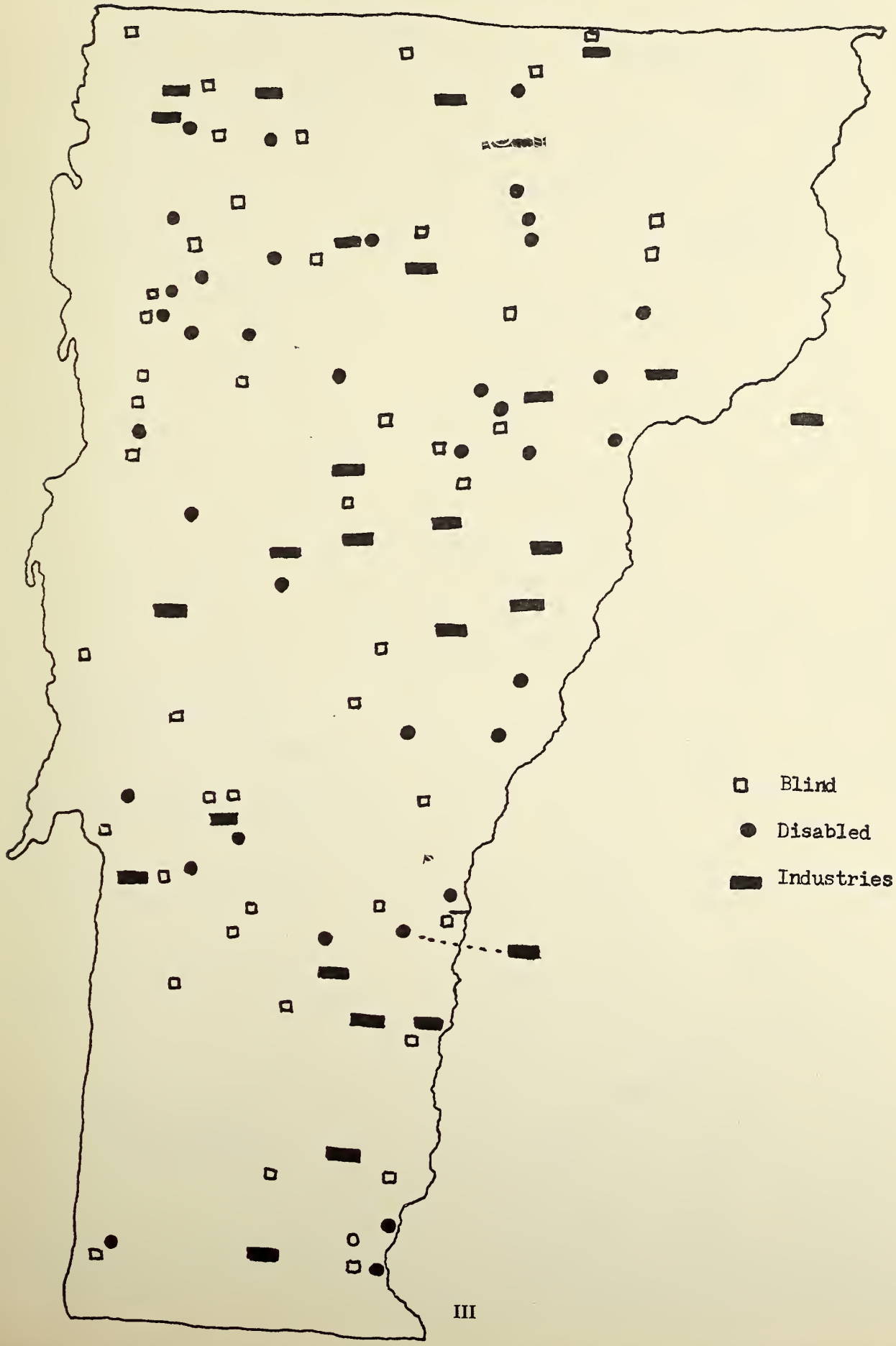
COST

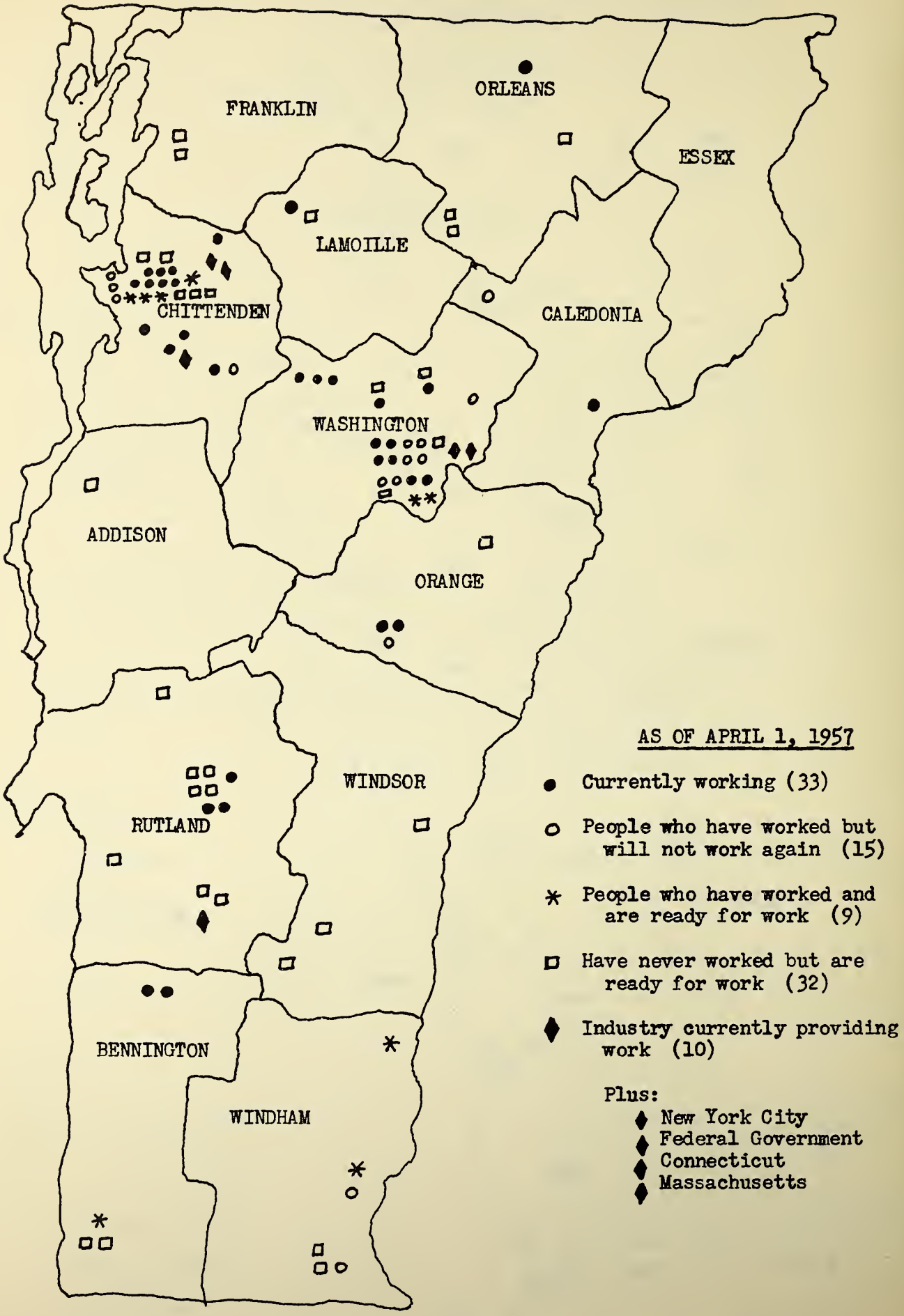
1. Detailed financial statement — (monthly)
   - A. Estimated — spent
   - B. Actually spent
2. Detailed cost analysis of industrial operations
3. Study of wages earned in relation to cost of program

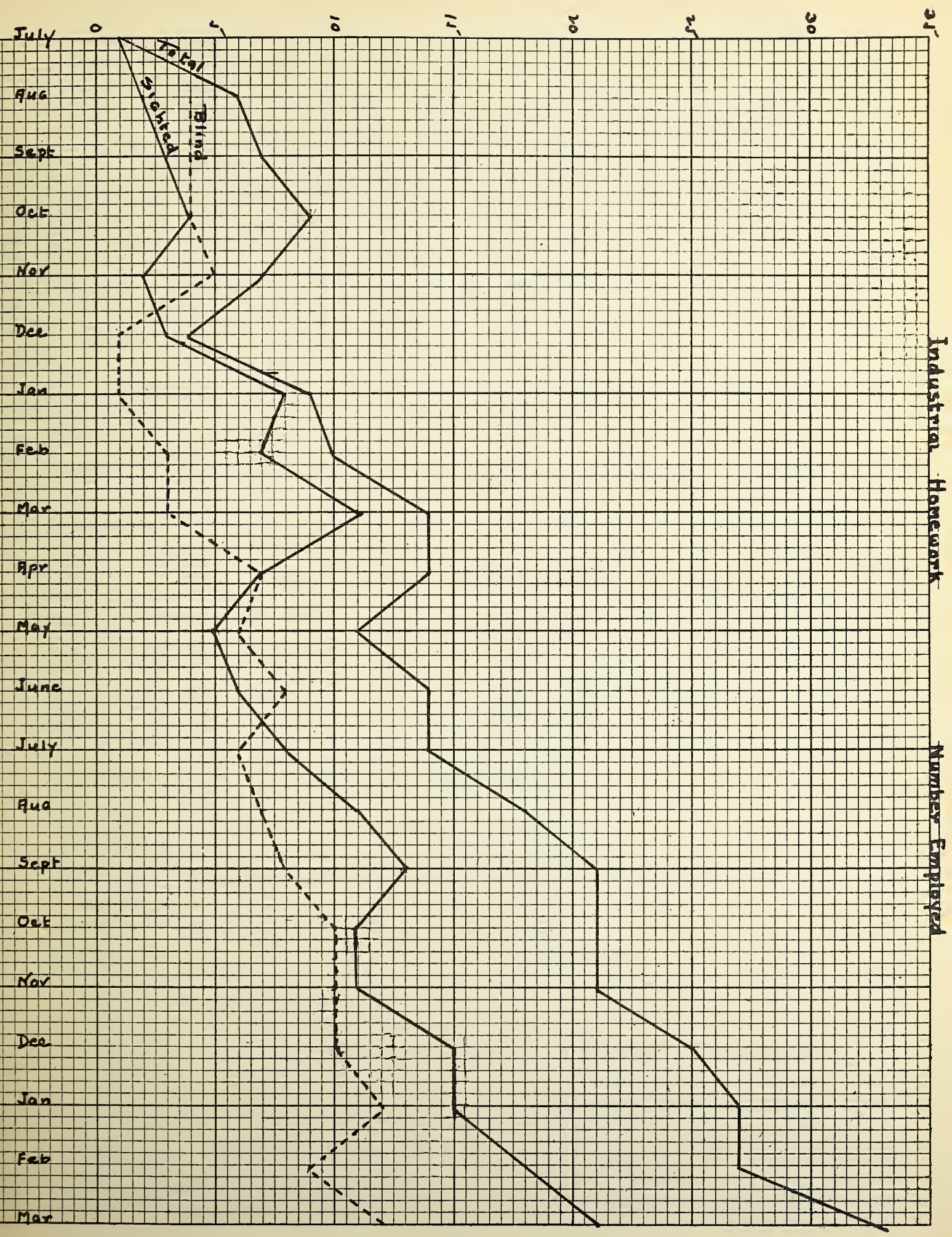
LONG RANGE PLANNING

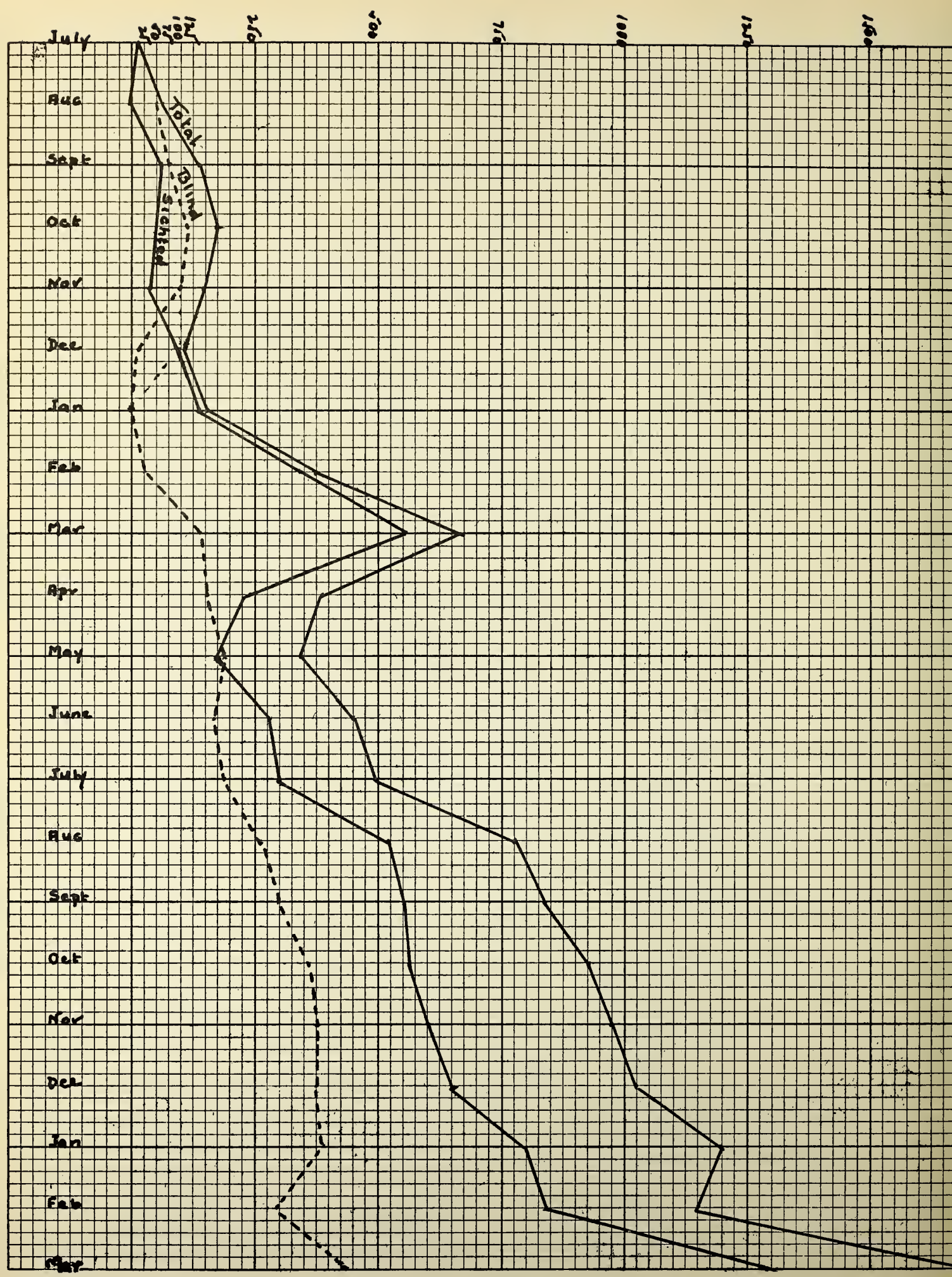
1. Incorporation of Study into permanent program of the State of Vermont with assurance of adequate funds upon which to continue.
2. Suggested reporting of Project Activities after cessation of the Office of Vocational Rehabilitation, National Industries for the Blind, and the American Foundation for the Blind sponsorship.

DISTRIBUTION OF FIRST CANDIDATES REFERRED IN RELATION TO INDUSTRIES TO BE CONTACTED.




FRANKLIN
ORLEANS
ESSEX
LAMOILLE
CHITTENDEN
CALEDONIA
WASHINGTON
ADDISON
ORANGE
WINDSOR
RUTLAND
BENNINGTON
WINDHAM
AS OF APRIL 1, 1957
Currently working (33)
People who have worked but will not work again (15)
People who have worked and are ready for work (9)
Have never worked but are ready for work (32)
Industry currently providing work (10)
Plus:
New York City
Federal Government
Connecticut
Massachusetts


Industrial Homework
Number Employed
0
5
10
15
20
25
30
35
July
Aug
Sept
Oct
Nov
Dec
Jan
Feb
Mar
Apr
May
June
July
Aug
Sept
Oct
Nov
Dec
Jan
Feb
Mar
Total
Sighted
Blind


July
Aug
Sept
Oct
Nov
Dec
Jan
Feb
Mar
Apr
May
June
July
Aug
Sept
Oct
Nov
Dec
Jan
Feb
Mar
Total
Blind
Sighted

STAFF

M. Roberta Townsend, *Director of Pilot Study*
John M. Miller, Jr., *Supervisor-Instructor*
Lloyd A. MacCormack, *Clerk-Driver*
Emile G. Baril, *Pick-up and Delivery Aide*
Richard Hill, *Counselor-Assigned* by Division of Voc. Rehab. Services

LISTING OF ADVISORY COMMITTEE BY NAME AND FIRM IDENTIFICATION

Frederick M. Reed, *Attorney General*
62 Main Street
Montpelier, Vermont

Frederick Dykeman, *President*
Vermont CIO and AFL
308 A North Main Street
Barre, Vermont

John M. Sayward
Bureau of Industrial Research
Norwich, University
Northfield, Vermont

Douglas Hayes, *President*
National Clothespin Company
Montpelier, Vermont

Henry P. Chaplin, *President*
Cone Automatic Machine Company
Windsor, Vermont

James Mereness, *President*
Associated Industries of Vermont
99 State Street
Montpelier, Vermont

Maurice E. Keenan, *Plant Manager*
General Electric Company
Burlington, Vermont

Ralph Bugbee, *District Governor Lions Club*
c/o Central Vermont Public Service Corp.
Rutland, Vermont

Richard Cowles, *District Governor Rotary Club*
c/o Cowles and Cowles
162 College Street
Burlington, Vermont

David Howe, *Publisher*
Burlington Free Press
Burlington, Vermont

Lloyd Squier
Radio Station WDEV and Squier's Maple Products
Waterbury, Vermont

Theodore Kane
Public Relations
38 State Street
Montpelier, Vermont

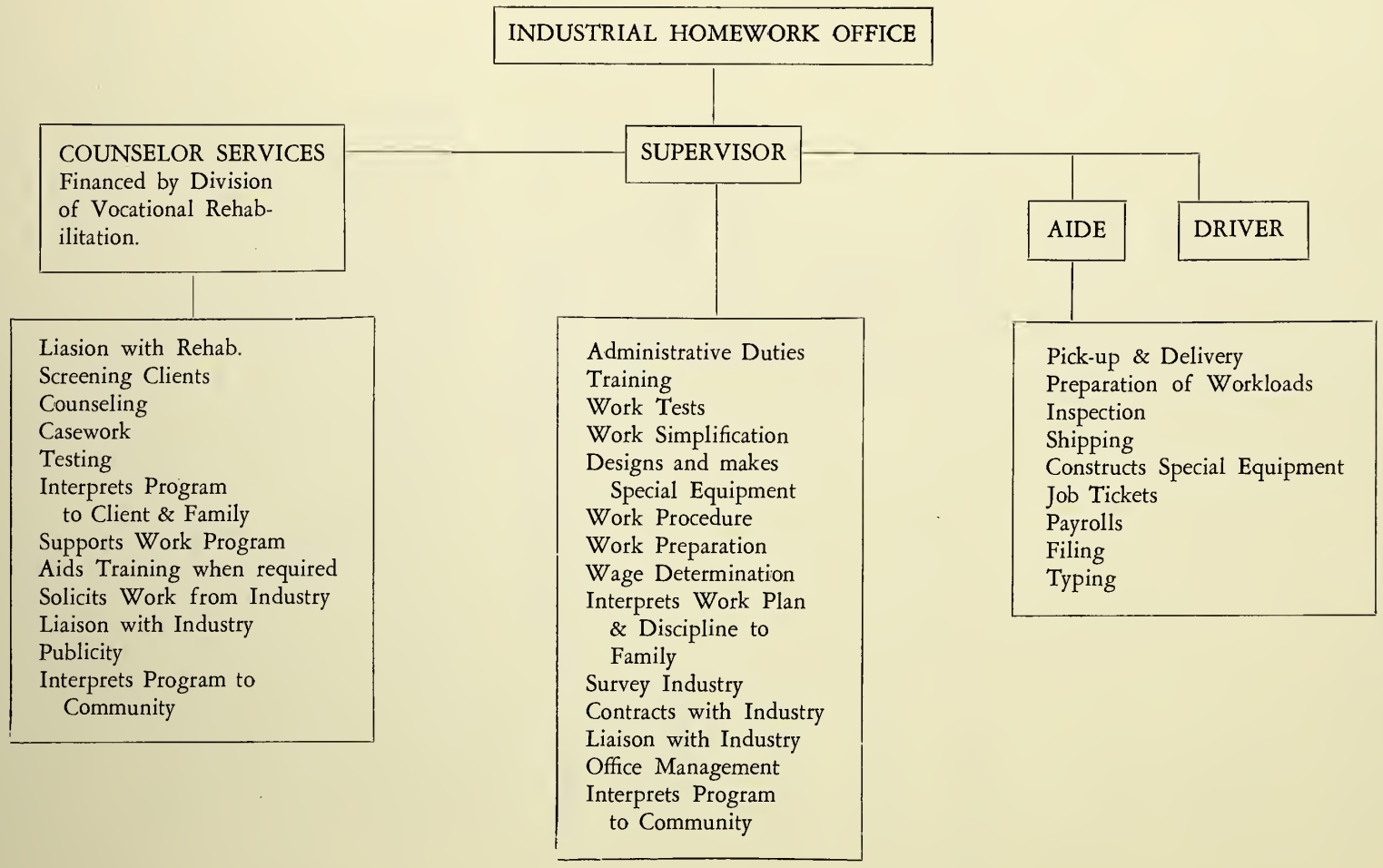
Kathern Gruber
American Foundation for the Blind

M. Roberta Townsend
National Industries for the Blind
Ex-officio Advisors

CHRONOLOGICAL REVIEW OF DEVELOPMENT OF STUDY FOR FIRST THREE MONTHS

1. Study started April 11th, 1955.
2. Preliminary meetings held with local personnel involved (Rehabilitation Services, Services for the Blind).
3. Local and State facilities studied and contacted (professional, industrial, labor, government).
4. Instructor employed May 24, 1955, and shipping inspector-clerk, June 27, 1955.
5. Headquarters rented in Montpelier. Occupancy, June 6th — Organization of office.
6. Detailed budget set up for estimated monthly and annual expenditures.
7. National Industries for the Blind established as employer for duration of Study.
8. Study made of Tax Withholding, Social Security, Workmens' Compensation, Unemployment Insurance, in relation to non-profit, private agency as employer.
9. U.S. Dept. of Labor, Wages & Hours special Certificate secured June 30th.
10. Referral of clients by Counselors of Rehabilitation Services and Services for the Blind (100 blind, 70 otherwise handicapped).
11. Sixty industries selected for trial approach.
12. Sub-contract work chosen for first employment opportunity.
13. Geographic location of clients and industry studied on prepared maps in relation to time and cost of travel for instruction, pick-up and delivery.
14. First two sub-contracts secured July 11th.
15. On basis of above initial planning and development, Pilot Study moved forward for next twenty-one months.

OPERATION DETAILS



REFERRAL SHEET

Date of this Referral _____ Counselor _____ Division _____

NAME _____ SEX _____ AGE _____
First Middle Last

MAILING ADDRESS _____ TELEPHONE _____

Directions to Client's Home _____ EDUCATION _____

DISABILITY

Diagnosis & Description _____

Cause _____ Date _____ General Health _____

Limitations as to Homework: Physical _____ Medical _____ Mental _____

Remarks: _____

HOMEBOUND

Reason _____

Is Homework Desired? _____

Is Homework Needed? _____

Can client work without interruption? _____

How many hours per day? _____

WORK SPACE

Dimensions _____ Floor Number _____

Clean? _____ Heated? _____ Light? _____

Is Space Conducive to Work _____

Condition of Home? _____

General Working Conditions? _____

ECONOMIC STATUS

Social Security No. _____

Spouse? _____ Is Spouse Employed? _____

Number & Ages Of Children _____

Number of Dependents _____ No. of Client's Tax Exemptions _____

Public Assistance? _____ Type? _____

Amount _____ Budget _____

Other Income _____

TESTS

(Check One)

Type	Exc	Good	Fair	Poor
Gross Hand Movement				
Finger Dexterity				
Aptitude				
Mental				
Other				

Training & Experience _____

Remarks _____

GENERAL

Has client had full supportive services to ready him for homework?

Date client last contacted:

Are there any anticipated plans for hospitalization, school or training that might interfere with homework routine in relation to the client, the IHO, or industry?

If space is insufficient to answer my question, use the reverse side of this referral.

TIME REPORT

Industrial
Homework
Office

NAME_____ Date Week Begins, Mo____Day____Yr___

ADDRESS_____ Date Week Ends, Mo____Day____Yr___

OPERATION_____

Day	Start	Stop	Start	Stop	Start	Stop	Start	Stop	Start	Stop	Start	Stop	Start	Stop	Total Hours
Mon															
Tue															
Wed															
Thu															
Fri															
Sat															
Sun															
													Total Hours For Week		

This report is correctly and accurately completed to the best of my knowledge.

Signature_____

Date_____

IHO
PICK UP AND DELIVERY ENTRY

SHEET
NUMBER_____

CLIENT	DATE OUT	RAW MATERIAL	DATE IN	FINISHED PRODUCT	COMPANY	TICKET NO.

INDUSTRIAL HOMEWORK OFFICE

A NON-PROFIT AGENCY

7 LANGDON STREET

MONTPELIER, VERMONT April 1 19 57

Sold to

XYZ Manufacturing Company

Booneville

Vermont

TERMS NET CASH CA 3-3321

Mar	13	Ticket # 2732	45	05
			45	05

Work Sheet

DATE FROM Feb. 4th TO Feb. 17th

NAME JOHN JONES OPER. HOOKING

DATE OUT	WORK OUT	DATE IN	WORK IN	RATE	TOTAL
Feb. 3	5 gr. 7 SW	Feb. 4	5 gr. 7 SW	.60	
4	5 gr. "	5	5 gr. "		
5	5 gr. "	6	5 gr. "		
6	5 gr. "	7	5 gr. "		
7	6 gr. "	10	6 gr. "		
10	4 gr. "	11	4 gr. "		
11	5 gr. "	12	5 gr. "		
12	5 gr. "	13	5 gr. "		
13	5 gr. "	14	5 gr. "		
14	5 gr. "	17	5 gr. "		
17	(5 gr. " (Next period		50 gr. 7 SW	.60	$30.00

Totals are placed on one Work Ticket for John Jones for half a month. This little sheet is for use by the man on the truck.

Work Ticket OFFICE OF INDUSTRIAL HOMEWORK, MONTPELIER, VT.

2732

JOB NO. 42 LOT NO. 7 PART NO. 2

Company XYZ Manufacturing Company

Address Booneville, Vermont

Client William Doe

Address Star Route 3, Box 236, Westboro, Vt.

Job Description Carding Safety Pins

Date From Company March 5 VIA St. Johnsbury Trucking

Date To Client March 5 VIA IHO Truck

Date From Client March 12 VIA IHO Truck

Date Returned To Company March 13 VIA St. Johnsbury

Quantity & Description of Raw Material	Quantity & Description Finished Product
Material for 40 Gross Carded Pins Approx. # 1s	42½ Gross Carded Pins #1s Priced
Checked By Jones	Inspected By Spot at factory

Bill Company For 42½ Gr. Pieces @ $1.06 Total $45.05

Pay Client For 42½ Pieces @ $ .90 Total $38.25

Spoilage None

ESTIMATED BUDGET 1957-1958

IH-1	Salary Supervisor	$4,602.00
	" Aide	3,172.00
	" Driver	2,132.00
IH-2	Rent	990.00
IH-3	Insurance	500.00
IH-4	Instructor's Travel	1,800.00
IH-5	Aide's Travel	316.00
IH-6	Office Supplies & Maintenance, Stationery (Stamps included)	200.00
IH-7	Telephone & Telegraph	750.00
IH-8	Printing & Advertising	100.00
IH-9	Maintenance Station Wagon	1,600.00
IH-11	Shipping Charges	600.00
IH-12	Raw Material	500.00
IH-13	Equipment (Clients')	250.00
IH-14	Equipment (Office)	100.00
IH-18	Part time bookkeeping	388.00
		$18,000.00
	Revolving Fund #1	1,500.00
	Revolving Fund #2	500.00
		$20,000.00

STATEMENT OF ACCOUNT
PILOT STUDY
VERMONT

February, 1957.

Account	*Title*	*Estimate*	*Actual*	*Balance*
IH-1	Salary — Instructor	$316.66	$307.00	$326.00
	Salary — Aide (McCormack)	250.00	242.34	—
	(Baril)	—	168.00	707.64
IH-2	Rent	82.50	82.50	82.50
IH-3	Insurance	56.40	67.00	—
IH-4	Travel — Instructor	208.34	291.43	797.62
IH-5	Travel Aide	133.34	12.95	540.65
IH-6	Supplies Maintenance	16.67	18.50	47.05
IH-7	Telephone & Telegraph	20.84	64.19	68.84
IH-8	Printing & Advertising	16.67	—	102.90
IH-9	Truck Maintenance	94.00	95.58	255.45
IH-11	Shipping Charges	150.00	3.52	1,647.99
IH-12	Raw Material	150.00	31.65	1,153.27
IH-13	Client's Equipment	8.33	41.83	330.64
IH-14	Office Equipment	41.66	4.45	38.39
			$1,430.94	$6,099.34

STATEMENT OF ACCOUNT

PILOT STUDY

VERMONT

October, 1956.

Account	*Title*	*Estimate*	*Actual*	*Balance*
IH-1	Salary — Instructor	$316.66	$316.66	$1,583.38
	Salary — Aide	250.00	250.00	1,250.00
IH-2	Rent	82.50	82.50	412.50
IH-3	Insurance	—	—	132.00
IH-4	Instructor's Travel	208.34	291.01	917.56
IH-5	Aide's Travel	133.34	9.20	1,569.70
IH-6	Supplies & Maintenance . . .	16.67	9.76	102.93
IH-7	Telephone & Telegraph	20.84 (2 mo)	102.24	359.11
IH-8	Printing & Advertising	16.67	—	160.10
IH-9	Truck Maintenance	94.00 (2 mo)	146.53	644.78
IH-11	Shipping Charges	150.00	6.01	1,770.92
IH-12	Raw Material	150.00	12.04	1,545.09
IH-13	Clients' Equipment	41.66	34.55	478.00
IH-14	Office Equipment	8.33	12.34	55.09
			$1,272.85	$10,981.16

TANGIBLE ASSETS TURNED OVER TO THE STATE AT THE CONCLUSION OF THE STUDY

Workshop Equipment

1 set scales and weights
6 high factory chairs
1 jig saw and 1 band saw hand tools and supplies
2 office work tables
11 sets grommet spindles
5 tape dispensers
4 clothespin machine tables
2 special pliers

TOTAL $562.66

Office Equipment and Supplies

1 office desk
1 file cabinet
1 desk chair (swivel)
6 office side chairs
1 typewriter
1 adding machine
8 cardboard signs
1 record binder and paper office supplies

TOTAL 464.56

Manufactured Products

6000 medium grommets
2000 small grommets
2000 large grommets
7 large cradles
178 small cradles

TOTAL 534.76

Shipping Materials

225 Large grommet cartons
976 grommet boxes
207 large cartons

TOTAL 329.74

Raw Materials

180 lbs. grommet yarn (Robinson)
California grommet yarn

TOTAL 127.80

Truck

Truck and liability insurance
1 truck

TOTAL $2,158.60

TOTAL $4,178.12

SOCIAL CASEWORKER

Job Qualifications

PHYSICAL REQUIREMENTS: Applicants shall be in good mental and physical health at the time of appointment and shall be able to stand the strain of normal working conditions including travel conditions for field work. A handicapped applicant may be employed provided the handicap does not interfere with the normal physical ability to carry out the job, that is, provided it is a static handicap.

EDUCATIONAL REQUIREMENTS: The applicants shall have graduated from an approved college or university with a Bachelors Degree and a graduation with a degree or certificate from an approved school of social service. The school of social service training shall include field work and class work in social service.

EXPERIENCE: The applicant shall have completed at least two years of paid supervised experience in a social service setting. This may either be directly in a public health or rehabilitation setting currently employing capable social workers and offering sufficient supervision for worker advancement.

PERSONALITY: It is essential that the person selected for this job be judged at a personality level as well as on training and experience. She should be a person of health and flexibility, a person interested in helping with program development on a broad basis with sincere conviction and respect for the value and dignity of every individual, and capable of tactful staff and client relationships.

SOCIAL CASEWORKER

Job Analysis

DUTIES:

1. To act as intake worker for all new cases coming to program.
2. To interpret policies of program to referring agencies in the community and to private individuals.
3. To route clients to other services which seem indicated.
4. To offer social casework to applicants requiring such service.
5. To keep accurate case records of casework activities.
6. To prepare accurate monthly and yearly statistical reports.
7. To consult with other staff members in relation to handling of clients under their care.
8. To assist in staff education along casework principles.
9. To participate in community activities in related fields of work.

VOCATIONAL COUNSELOR

Job Qualifications

PHYSICAL REQUIREMENTS: Applicant shall be in good mental and physical health at the time of appointment and shall be able to stand the strain of normal working conditions. A handicapped applicant may be employed provided that the handicap does not interfere with the normal physical ability to carry out the job, that is, provided it is a static handicap.

EDUCATION: Applicant must have completed four years of under-graduate study on the college level and hold a Masters Degree in counseling and guidance.

OR:

Applicants must have an A.B. or B.S. Degree with a major in education, psychology, sociology, or economics and have completed sixteen semester hours in graduate study including courses in testing and the field of guidance and personnel and at least six years experience equally divided between the two types listed below.

EXPERIENCE: Applicant must have held a counseling and testing position in a recognized agency offering guidance such as a school or Y.M.C.A. or Rehabilitation Department in which he has demonstrated his ability in both testing and counseling.

Also experience in regular industry or business for at least two years.

PERSONALITY: Must be warm and outgoing. Ability to maintain agreeable staff and client relationships. Must demonstrate superior ability in personal contacts with outside groups.

VOCATIONAL COUNSELOR

Job Analysis

On referral of Social Caseworker:

1. Offers Vocational Counseling to clients through interviews, tests, work tests, discussion and analysis of interests.

2. Routes referrals from outside sources through Social Caseworker for initial interview, medical interpretation and records.

3. Proceeds upon recommendation of Social Caseworker's written referral and conference.

4. Works closely with social Caseworker and Senior Supervisors as well as outside contacts in follow-up of plan determined upon for client.

5. Refers clients:

   A. To facilities for training, testing and selective placement.

   B. To outside sources for service not available in program.

6. Dictates chronological record of counseling activities.

7. Interprets changes in wage and hour laws, working papers and other factors involved in sheltered, home and outside employment.

8. Performs time and motion studies on all home activities.

JOB QUALIFICATIONS AND SPECIFICATIONS

for

SUPERVISOR OF INDUSTRIAL HOMEWORK

EDUCATION

A college degree in Business Administration, Industrial or Mechanical Engineering or Merchandising and Marketing. Important courses are occupational studies and job analyses, occupational psychology, office management, principles of economics and statistics,

or

The equivalent in formal education plus industrial experience.

EXPERIENCE

At least three years of successful experience in Industrial Management, Industrial Job Analyses, or the equivalent. Special training or experience in time and motion studies and use of incentive in jobs; job evaluation, mechanical design, accounting and standard costs, production planning, schedules and control; machine shop operating experience; operation instructions; group instructions and leadership. Some experience or responsibility for the adjustment of vocational problems of individuals.

PERSONAL QUALITIES

Ability to organize and administer; ability to effectively interpret the program to the community, to members of the staff and workers; facility and ease in dealing with top industrial management as well as professional personnel in the fields of social welfare and health; good judgment, resourcefulness and tact. Ability to appraise worker qualifications in the light of numerous job requirements. Interest in helping others to be satisfied and successful in their work; sincere conviction and respect for the value and dignity of every individual.

DUTIES

Within the limits of the established program, policies and procedures, the Supervisor of Industrial Homework is responsible for the fulfillment of the duties as set forth—

1. Plans, directs, guides and may participate in the sequence of operations involved in efficient management of an Industrial Homework Program; including the procedures involved in the individual instruction and work experience for the disabled person susceptible to industrial employment in his home.
2. Through appropriate referrals works with community agencies on health, welfare and social problems of the workers.
3. In conjunction with Industry initiates and administers methods of instruction; devises and implements training programs and technical specifications as required.
4. Sets up standards of work performance both qualitative and quantitative.
5. Devises and refines ways and means of work simplification through which disabled persons may achieve their individual maximum of productivity.
6. Imposes scientific methods of work procedure in the home setting insofar as it is reasonable to do so.
7. Seeks acceptance and cooperation of the family through professional interpretation of the program.
8. Determines tolerance and working hours through discussion of client capabilities with appropriate professional workers.
9. Sets up system of client-recording of number of hours worked daily and instruct client in maintenance of these records.

10. Organizes and supervises methods of preparation of work and delivery to workers; pick-up and delivery of finished goods.
11. Sets rate of pay to workers and payment to them in accordance with Federal and State Labor Laws controlling Industrial Homework, and follows through on payment procedure.
12. Makes necessary contacts with vendors; constantly studies commodity market and changing conditions which might affect supply, delivery and price.
13. Responsible for administrative duties of office management, maintenance of appropriate fiscal personnel and social records.
14. Represents the organization at conferences and public meetings concerned with special as well as broad general interpretation of rehabilitation of the disabled.

JOB QUALIFICATIONS AND SPECIFICATIONS

for

AIDE-CLERK INDUSTRIAL HOMEWORK OFFICE

TITLE Aide-Clerk

EDUCATION

High school graduate, Industrial, Trades or Business School

or

The equivalent in work experience

EXPERIENCE

At least two years paid experience in office work, simple bookkeeping, record keeping. As stores clerk, shipping clerk, typist.

PERSONAL QUALITIES

Ability to understand and execute detailed orders. To keep details of work tickets, payrolls and work units in an orderly fashion. To maintain contacts with industry and workers in a business like way.

DUTIES

1. Preparing and inspecting raw materials and finished goods passing through Industrial Homework Office.
2. Participation in the planning and routing of pick-up and delivery of work units.
3. Preparing and packaging materials for shipping (Parcel post, express, etc.)
4. Maintenance of records;
   A. Job tickets
   B. Client records of hours worked
   C. Payrolls
   D. Raw materials
   E. Finished goods
   F. Reimbursement from industry
   G. Petty cash disbursements
5. Typing of records
6. Filing of records
7. Participation in the making of special devices and equipment for the use of workers.

ANALYSIS OF SUB-CONTRACTS

At the risk of seeming repetitious we feel it is vitally important to emphasize the fact that work to be secured for each Industrial Homework Program must be predicated upon such opportunities as exist in proximity to it. To arbitrarily list types of work undertaken by other programs is of no material assistance for it is not possible until a careful study has been made to foresee whether similar opportunities may be available for the program in question. Too often job ideas are lifted from one location to another without proper regard to the many factors involved. This is an error common to both workshop and Industrial Homework planning. In the case of Industrial Homework, in which we are specifically interested, a program may lag badly because random suggestions have been solicited from unrelated quarters instead of proper development of local work potentials. It is interesting and sometimes very helpful to learn what other agencies are doing but resources at hand should and will furnish job openings if they are conscientiously analyzed. For this reason we have chosen only two types of contract which were carried on in the project. Simple analysis of these operations follow:

1. *Plastic Clothespins*

This operation involves assembly of the three parts of the clothespin—two sides of pin and a spring which holds them together—joined by means of a foot press. This job was successfully done by blind workers as well as sighted. It required a special machine provided by the company, a table to put it on and a chair adjusted to a comfortable level for the individual worker.

Average time needed for instruction (blind)	9 hrs.
Average time needed for instruction (sighted)	6 hrs.
Average weight of week's work	700 lbs.
Rate of pay	.11½ per gross
Average weekly wage (blind)	$12.50
Average weekly wage (sighted)	12.60

The close relationship of pay is reflected in the severe disabilities of the sighted workers.

2. *Cup Hooks*

This operation involves metal cup hooks to be placed on cards. Slots are cut in the cards and a wooden jig is used to hold the card rigid while hooks are forced into the holes.

Average time needed for instruction (blind)	12 hrs.
Average time needed for instruction (sighted	8 hrs.
Average weight of week's work	714 lbs.
Rate of pay	.55 gross
Average weekly wage (blind)	$13.94
Average weekly wage (sighted)	15.00

Both blind and sighted averages represent approximately one half the work load completed by able bodied workers.

It takes approximately eight to ten weeks for workers to gain speed on such operations.

3. *Mylar Bags*

This was a demonstration job done for an industry wishing to determine the feasibility of Mylar for packaging clothespins. It was found to be too expensive for the dime store business for which it was intended and was therefore, discontinued.

The operation is mentioned because it involved development of special equipment, training for the worker in the use of special equipment (cutting, folding, pasting and packaging). It also contributed to an effective liaison with Industry as it offered the manufacturer a source for experimentation. Workers (sighted) earned $12.00 to $20.00 weekly for about six months.

A sample morning run of the truck:

10 deliveries (cup hooks)
- 1 fourth floor
- 1 third floor
- 2 second floor
- 6 ground floor

} Separate Dwellings

Miles covered 110
Units of work involved 406,000
Weight of work 2400 lbs. (60 boxes, cases)

Two men work the truck. Fresh work is picked up at the factory and delivered to client. Client's finished work is picked up and returned to the factory. This accounts for the large number of work units listed.

REFERENCE MATERIAL USED FOR PUBLIC RELATIONS ON INDUSTRIAL HOMEWORK

I. WHY IS INDUSTRIAL HOMEWORK NEEDED AND WHAT DOES IT OFFER?

Industrial homework offers, in the home, work training and work opportunity with an ultimate objective of regular remunerative employment, to those eligible handicapped persons who, without such specialized services, would remain idle.

II. WHO IS ELIGIBLE FOR INDUSTRIAL HOMEWORK?

Those handicapped persons who

1. Wish for regular gainful employment
2. Because of physical, psychological or geographic reasons cannot go to and from a place of employment
3. With or without additional enabling services (medical, social, psychological, vocational, etc.) can
   - A. Achieve acceptable work performance and productivity after instruction and training
   - B. At the point of employment be able to guarantee a reasonable number of working hours per day (determined in each case on an individual basis)
   - C. Accept a contractual relationship with agency in terms of standardization of work and delivery of finished products.

III. WHOM DOES INDUSTRY CONTACT IF IT HAS AN OPERATION UNDER CONSIDERATION FOR HOMEWORK?

Industry has only to call the Industrial Homework Agency. An instructor in the agency will call on the company to study the operation in question. If the job proves to be practical for homework, the instructor will then be in a position to place the work in the home of a handicapped person thus relieving the company of time and expense which would be involved in directly contacting and instructing the homebound person.

IV. HOW DOES THE AGENCY BRING THE MANUFACTURER'S WORK INTO THE HOME?

1. *In reference to the Client*

   A. By studying, testing and establishing the work potential of eligible clients.

   B. By studying and contacting industrial opportunities which seem suited to the potential aptitudes and skills of the client.

   C. By setting up a sample work operation to help the instructor establish rapport with client on initial visit.

   D. By setting up practical lesson plans around each new project so that the client may develop a sense of discipline and work obligation together with the satisfaction of steps taken and progress achieved.

   E. By helping the client and his family recog nize the importance of a high standard of workmanship and the need for meeting stipulated delivery dates.

   F. By accepting each client, his skills and limitations, as an individual problem and helping him perform at the highest level of his own capabilities.

   G. By realistically recognizing in some instances that in spite of all efforts the client cannot develop into an industrial homeworker and some other form of service must be found for him. It is neither good rehabilitation nor economically sound to carry client, for whom it has no value, in the industrial homework program.

2. *In Reference to the Jobs Offered to the Client*

   A. By selecting operations not only suitable to the worker but geared to the limitations of the home setting (weight, bulk, cleanliness, not requiring too much supervision, etc.).

   B. By pre-testing anticipated jobs thoroughly in terms of time and motion—fair piece rates, and in the instance of manufacture, the amount of raw materials involved.

   C. By rejecting all jobs which are offered at sub-standard piece rates.

3. *In Reference to the Agency*

   The agency takes the responsibility for

   A. Clearance and compliance with wage and labor laws relating to homeworking.

   B. Offering adequate instruction and training.

   C. Preparation and inspection.

   D. Accounting of inventory of goods in process and finished goods.

   E. Pick-up and delivery in accordance with fixed delivery dates.

   F. Continued effort in seeking new contracts and work opportunities.

V. KINDS OF JOBS WHICH MAY BE CONSIDERED FOR INDUSTRIAL HOMEWORK

A. *Contract from Industry*

Work sub-contracted from industry may be the whole or any part of an operation which can, with or without special equipment, bet set up in the home.

1. *Types of contract work which have been done in the home*

   Electrical parts assembly
   Counting and packaging electrical parts or hardware
   Assembly, packaging pharmaceutical equipment
   Soldering small electrical parts
   Pasting—folding
   Counting, sorting, packaging, games, toys
   Tag stringing
   Assembling novelties (key chains, etc.)
   Splitting mica
   Bead stringing
   Silk screening
   Power machine (sewing)

2. *Reasons Why Industry Might Consider Subcontract Work for Industrial Homework*

   a. Too small an operation to bother with in plant

   b. Temporary try-out of operation

   c. Not enough space in present plant

   d. Do not want to bother to train new workers in plant

e. Seasonal pressure

f. Interest of employer in helping handicapped persons needing employment

B. *Manufacture for Wholesale Distribution—Dept. Stores, Chain Stores, etc.*

Such work falls mostly into staple items such as aprons, towels, ironing board covers, simple toys and similar products.

The best type of work is some article for which the demand is not sufficiently great for industry to bother with but which will offer steady production for homeworkers.

C. *Manufacture for Luxury or Gift Markets on Wholesale Basis*

This market would include household accessories, gift items, toys, etc.
In the instance of this program, emphasis is to be placed upon articles typically Vermont, standardized so that they can be produced in volume and sold in that manner.

DRAFT OF MATERIAL USED FOR ASSOCIATED INDUSTRIES OF VERMONT NEWS LETTER

Now in its second year, the Program of Industrial Homework for the handicapped, located at #7 Langdon Street, is proving to be of two fold value to the State.

First, as its primary objective, it is bringing to the handicapped individual, confined to his home, a realistic and rewarding work opportunity.

Second, and of equal value, it is offering a useful facility to industry.

Not to be confused with busy-work for shut-ins, Industrial Homework as the name implies, is a program disciplined to meet the demands of modern business practices, in terms of standardization of work, guarantee of pick-up and delivery, coverage on worker-employer relationships, and compliance with labor laws controlling industrial homework.

Jobs secured are largely sub-contract and light assembly of various kinds have been successfully completed. At the present time, 22 blind and handicapped individuals are regularly employed and approximately 4,000,000 work units have been handled through the office at 7 Langdon Street.

Industry has been friendly and cooperative in helping to develop the project. Six companies have found it practical to farm out certain processes thus freeing space in their plants or in some way meeting a need in their operation.

There are many more disabled persons who are anxious for, and in need of regular employment. It is important, therefore, to secure more work opportunity. The types of work which have been successfully completed thus far are clothes pin assembly, hardware carding, gluing of leather, folding and cutting parts.

If your company has expansion problems, or could provide any current work that could be done in the home as gainful employment for a homebound person, call or write John M. Miller, Jr., Supervisor, Industrial Homework Office, 7 Langdon Street, Montpelier, Vermont.

Telephone: CAPITOL 3-3321

(To be enclosed in letters to Industry or left after Industrial interview as a reminder to potential employer.

INDUSTRIAL HOMEWORK OFFICE

7 LANGDON STREET

Montpelier, Vt.

A non-Profit Agency Designed to Bring Work Opportunity to the Homebound Handicapped of Vermont

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Approved and Certified by
The U.S. Department of Labor, Wages and Hours Public Contracts Division

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The Industrial Homework Office offers certain advantages to Industry by undertaking subcontract work in assembly, sorting and miscellaneous factory work:

1) Saving of floor space.

2) Saving of cost of bookkeeping on payrolls and withholding taxes.

3) Saving of cost of Insurance Premiums.

The Industrial Homework Office accepts the following responsibilities:

1) Trains the homebound worker.

2) Delivers raw material to and picks up finished product from the homebound worker.

3) Inspects finished product.

4) As the employer, makes payrolls; issues checks; and withholds taxes.

5) Establishes piece rates based on prevailing average in factory.

6) Pay insurance premiums on the homebound.

7) Bills Industry monthly for finished product delivered.

8) Takes responsibility for loss of any material outside of factory.

If your company has expansion problems, or could provide any current work that could be done in the home as gainful employment for a homebound person, call or write

JOHN M. MILLER, JR., *Field Instructor*
Industrial Homework Office
7 Langdon Street, Montpelier, Vermont
Telephone: CAPITOL 3-3321

RADIO SPOTS — SERIES I

60 Seconds

1st. ann.—Mr. Businessman, Mr. Manufacturer . . .

2nd. ann.—Do you know about the Industrial Homework Office? It's a non-profit agency designed to bring work opportunity to the homebound handicapped of Vermont . . . and it will help *you* solve some mighty annoying problems, no matter how big or how small your business may be.

1st. ann.—Do you have an operation too small to bother with in your plant?
Do you want to temporarily try out a new operation?
Are you cramped for space in your present plant?
Are you plagued by seasonal pressure?

2nd. ann.—Call the Industrial Homework Office at 7 Langdon Street in Montpelier and let them help you with your production problem . . . the number is Capitol 3-3321. They're certified by the U.S. Department of Labor, Wage and Hours Public Contracts Division.

1st. ann.—A sub-contract with the Industrial Homework Office may well be the answer to your prayers *and* those of Vermont's homebound handicapped!!

60 Seconds

1st. ann.—Mr. Businessman, have you ever dreamed of enlarging your operation but left it as a dream because of prohibitive production costs?

2nd. ann.—A call to the Industrial Homework Office at 7 Langdon Street in Montpelier, a non-profit agency designed to bring work opportunity to the homebound handicapped of Vermont may well make your dream a reality.

1st. ann.—You see, a sub-contract with the Industrial Homework Office will mean that they, as the employer, will pick up the raw material, deliver it to the homebound worker, inspect the finished product and deliver it to your plant. They handle payrolls, withhold taxes, pay social security and save you the cost of insurance You're simply billed monthly for finished work delivered, at prevailing piece-rates.

2nd. ann.—Call the Industrial Homework Office, Montpelier, Capitol 3-3321 today . . . they're certified by the U.S. Department of Labor, Wages and Hours Public Contracts Division.

1st. ann.—Remember, it may be the answer to *your* prayers and those of Vermont's homebound handicapped.

30 Seconds

1st. ann.—"Expand my operation without increasing production costs? How can I do it?"

2nd. ann.—Simply call the Industrial Homework Office, a non-profit agency designed to bring work opportunity to the homebound handicapped of Vermont. They're located at 7 Langdon Street in Montpelier, phone Capitol 3-3321 . . . find out all about this unique service. Remember, it may be the answer to your prayers and those of Vermont's homebound handicapped!!

30 Seconds

1st. ann.—IHO . . . IHO . . . IHO . . . (reverberation)

2nd. ann.—IHO, the Industrial Homework Office at 7 Langdon Street in Montpelier, a non-profit agency designed to bring work opportunity to the homebound handicapped of Vermont is *your* opportunity to save real money in your business operation.

1st. ann.—Call Montpelier, Capitol 3-3321 about this unique service.

2nd. ann.—Remember, it may be the answer to your prayers and those of Vermont's homebound handicapped!!

RADIO SPOTS — SERIES II

60 Seconds

1st. ann.—Mr. Businessman, Mr. Manufacturer, have you heard about IHO?

2nd. ann.—The Industrial Homework Office, now in its second year, has completed over 5 million units of work for businesses just like your own.

1st. ann.—A growing force of capable, homebound handicapped workers throughout the state are engaged in many jobs of assembly, packaging, inspecting and fabrication through sub-contracts placed with this office.

2nd. ann.—You see, a sub-contract with the Industrial Homework Office means that as the employer they will pick up your material, deliver it to the homebound worker, provide instruction, inspect the finished product and deliver it to your plant.

1st. ann.—IHO handles the payroll, pays social security and saves you the cost of insurance. You're simply billed monthly for finished work delivered at prevailing piece-rates . . . and IHO is certified by the U.S. Department of Labor, Wage and Hours Public Contracts Division.

2nd. ann.—Call IHO, the Industrial Homework Office today . . . the number is Montpelier, Capitol 3-3321, or stop in at the office at 7 Langdon Street for complete details.

1st. ann.—Remember, it may be the answer to your prayers and those of Vermont's homebound handicapped.

60 Seconds

1st. ann.—IHO . . . IHO . . . IHO (reverberation)

2nd. ann.—"IHO . . . that means Industrial Homework Office doesn't it? One of my business friends was talking to me about it just the other day."

1st. ann.—"Well, more and more business men and manufacturers *are* talking about this fine service which employs homebound handicapped workers and is now in its second year of operation with over 5 million units of work such as assembly, packaging, inspecting and fabrication successfully completed."

2nd. ann.—"Frankly, I'm interested. How does IHO work and what can it do for my operation?"

1st. ann.—A sub-contract with the Industrial Homework Office means that as the employer they pick-up and deliver your work, provide instruction, inspect the finished product and take responsibility for your material while it's out of the plant. IHO handles the payroll, pays social security and saves you the cost of insurance. You're simply billed monthly for finished work delivered at prevailing piece rates . . . *and,* IHO is certified by the U.S. Department of Labor, Wages and Hours Public Contracts Division.

Call IHO, the Industrial Homework Office today, Montpelier, Capitol 3-3321, or stop in at the office at 7 Langdon Street for complete details.

Remember, it may be the answer to your prayers and those of Vermont's homebound handicapped.

RADIO, TELEVISION AND NEWSPAPER MAILING LIST

RADIO STATIONS

News Director—WDEV, Waterbury
" " —WSKI, Montpelier
" " —WJOY, Burlington
" " —WCAX, Burlington
" " —WDOT, Burlington
" " —WWSR, St. Albans
" " —WIKE, Newport
" " —WTWN, St. Johnsbury
" " —WSYB, Rutland
" " —WHWB, Rutland
" " —WNIX, Springfield
" " —WTSA, Brattleboro
" " —WBTN, Bennington

TELEVISION STATIONS

Program Director—WCAX-TV, Burlington
" " —WPTZ, Plattsburg, New York
" " —WMTW, Poland Springs, Me.

DAILY NEWSPAPERS

Editor—Burlington Free Press, Burlington
" —Burlington Daily News
" —St. Albans Daily Messenger, St. Albans
" —Montpelier Argus, Montpelier
" —Barre Times, Barre
" —Bennington Banner, Bennington
" —Brattleboro Reformer, Brattleboro
" —Newport Express, Newport
" —Rutland Herald, Rutland
" —Caledonian Record, St. Johnsbury

WEEKLY NEWSPAPERS

Editor—Bellows Falls Times, Bellows Falls
" —United Opinion, Bradford
" —Enosburg Standard, Enosburg Falls
" —Suburban List, Essex Jct.
" —Fair Haven Era, Fair Haven
" —Twin State News-Times, Woodsville, N. H.
" —Hardwick Gazette, Hardwick
" —Essex County Herald, Island Pond
" —Vermont Tribune, Ludlow
" —Lyndonville Union-Journal, Lyndonville
" —Manchester Journal, Manchester
" —Addison County Independent, Middlebury
" —Morrisvile News & Citizen, Morrisville
" —Northfied News & Advertiser, Northfield
" —Poultney Herald, Poultney
" —White River Valley Herald, Randolph
" —Richford Journal-Gazette, Richford
" —Springfield Reporter, Springfield
" —Swanton Courier, Swanton
" —Enterprise & Vermonter, Vergennes
" —Vermont Journal, Windsor
" —Vermont Standard, Woodstock

A BRIEF SUMMARY AND REVIEW OF THE FAIR LABOR STANDARDS ACT AND THE WALSH-HEALEY PUBLIC CONTRACTS ACT IN RELATION TO THE PRIVATE NON-PROFIT WORKSHOP AND THE STATE-OWNED AND OPERATED WORKSHOP. APPLICABLE TO VT. PROJECT AS—"WORKSHOP WITHOUT PLANT."

1. *Fair Labor Standards Act*

The Fair Labor Standards Act, as amended, commonly called the Federal Wage and Hour Law, REQUIRES that EVERY employee who is engaged in INTERSTATE COMMERCE or in the production of goods for interstate commerce, including any closely related process or occupation directly essential to such production, be compensated at an hourly rate of NOT LESS THAN $1.00 an hour for all hours worked in any work week and TIME AND ONE-HALF his regular rate of pay for all hours worked in excess of 40 in any work week UNLESS SPECIFICALLY EXEMPT from one or both requirements by some provision of the Act.

2. *Interpretation of Interstate Commerce*

Where "Goods" (as defined in the Act) are produced "for commerce". EVERY employee engaged in production of such goods (including any part or ingredient thereof) is within the general coverage of the Wages and Hours provision of the Act.

Goods are produced for "Commerce" IF they are PRODUCED for Trade, Commerce, Transportation, Transmission or Communication among the several states or between any state and any place outside thereof.

In effect, IF employees engage in the activities which constitute "production of goods" within the meaning of the Act and the employer INTENDS, HOPES, EXPECTS, or has reason to BELIEVE that such goods WILL be TAKEN OUT OF THE STATE BY A SUBSEQUENT PURCHASER, this is SUFFICIENT to establish that such employees ARE engaged in the production of such goods "for" commerce and are covered by the Act.

3. *Minimum Wage Exemption as it Effects the Private Charitable Non-Profit Workshop*

The Act, under a special certificating procedure, permits workshops to pay wages lower than $1.00 minimum wage to handicapped clients who because of age or physical or mental disability are unable to earn the $1.00 minimum wage.

A shop may not employ its handicapped workers at less than $1.00 an hour without first securing a workshop certificate.

Facts Under the Law

1. Certificate application forms may be obtained from the Regional offices of the Wages and Hours Public Contracts Division or may be secured by writing the U.S. Department of Labor, Wage and Hour Public Contracts Division, Washington, D. C.

2. Information and advice on application, interpretation and detail of the law may be had from the Regional Office representative at any time. Agencies are urged to use the opportunity to clarify their individual problems and use of forms.

2. State-owned and operated shops DO NOT COME UNDER THE PROVISIONS OF THE FAIR LABOR STANDARDS ACT.

4. The workshop certificate sets a minimum rate for the shop. The shop may secure special rates lower than the shop rate for clients unable to make the shop rate.

5. Certificates are ordinarily issued for one year and are renewable. Application for a renewal certificate should be made one month prior to the expiration date listed on the certificate currently held by the workshop.

6. The shop MUST pay worker at a wage rate not less than is paid non-handicapped workers in Commercial Industry for essentially similar quantity and quality of work.

7. A worker employed at piece rates must receive ALL he earns.

8. The shop must keep accurate records of production and hours worked for each handicapped worker.

9. The workshop certificate does not exempt the shop from having to pay overtime compensation at one and one-half times the regular rate of pay for all hours worked over 40 in any work week.

10. The Fair Labor Standards Act contains NO provision relating to matters of health and safety.

11. Homebound clients engaged in covered work are subject to the Act in the same manner as are clients working in the shop. A workshop certificate issued a shop covers both its shop workers and homebound workers. Shops operating homebound programs only should apply for a shop certificate in the same manner as other workshops.

12. Trainees placed in the workshop by Vocational Rehabilitation Agencies, including Veterans Administration, must be paid wages on the same standard as are set out on page 2, item 6 if engaged in covered work.

WALSH-HEALEY PUBLIC CONTRACTS ACT IN RELATION TO THE PRIVATE NON-PROFIT SHOPS AND THE STATE-OWNED AND OPERATED SHOPS.

1. *Walsh-Healey Public Contracts Act*

The requirements under the Walsh-Healey Act are in the main identical with those of the Fair Labor Standards Act with the EXCEPTION of:

1. It applies only to GOVERNMENT CONTRACTS in EXCESS of $10,000.

2. It applies to private non-profit and state-owned and operated workshops holding GOVERNMENT CONTRACTS OVER $10,000.00.

3. A workshop certificate issued under the Fair Labor Standards also covers work performed under the Walsh-Healey Public Contracts Act.

   A shop, subject to the Walsh-Healey Act but exempt from the Fair Labor Standards Act, may secure a workshop certificate in the same manner as under the Fair Labor Standards Act.

4. The law REQUIRES work on government contracts be performed under SAFE and sanitary conditions. Compliance with State inspection laws satisfies the requirements of the Walsh-Healey Public Contracts Act.

5. Prevailing Minimum Wage Determinations are made on an industry basis by the Secretary of Labor. Workshops performing work subject to the Walsh-Healey Act must pay the applicable Minimum Wage Determination until a certificate has been granted permitting a lower wage.

   In the absence of a Minimum Wage Determination set by the Secretary of Labor for the specific industry covering the product being made, the PRIVATE NON-PROFIT SHOP IS GOVERNED BY THE MINIMUM WAGE PROVISION OF THE FAIR LABOR STANDARDS ACT.

   THE STATE-OWNED AND OPERATED WORKSHOP in the absence of a Minimum Wage Determination under Walsh-Healey, is NOT SUBJECT TO A MINIMUM WAGE.

6. The Walsh-Healey Public Contracts Act requires time and one-half the regular rate of pay for all hours worked in excess of 40 in any work week or in excess of 8 in any one day whichever yields the greater amount to the worker. The Fair Labor Standards Act requires time and one-half the regular rate of pay for all hours worked in excess of 40 in any work week unless specifically exempt from one or both requirements by some provision of the Act.

SERVICES FOR THE BLIND

Name: Division of Services for the Blind

Location: 128 State Street
Montpelier, Vermont
Telephone CApitol 3-3484

Director: Miss Virginia Cole

Staff

Home Teacher — Mrs. Margaret Lyon
Rehabilitation Counselor — Mr. Kenneth Morrison
Commercial Specialist — Mr. Robert Peakes

Program

Funds are appropriated by the state legislature for the administration and case services of the division. Federal funds are available for the vocational rehabilitation program.

The purpose of services for the blind is to provide opportunities for blind Vermonters to become or continue to be useful, productive members of their homes and communities, and to lead normal and happy lives. An attempt is made by means of the press, radio and public talks to enlighten the public as to the fact that a person does not lose his ability when he loses his sight, that countless activities can be performed without the use of eyesight, and that blind persons wish to be treated in a direct, normal, everyday manner by their well-meaning but sometimes over-protective sighted friends.

The Division of Services for the Blind maintains a register of the blind, furnishes adjustment services, talking book machines, home industry, medical care, help for parents of blind children, guidance for school-age children, and vocational rehabilitation.

Eligibility for Blind Services

To be eligible for services from the division, there are the following requirements:

1. Vision — A person must have as little as 20/200 in the better eye with correction, or a limitation in the fields of vision to at last 20°. This is to be determined by an opthalmologist.
2. Age — There is no age limit, and clients range in age from infants to those in their nineties.
3. Residence — Person must be residing in the state with the intention to remain.
4. Economic Need — Is not determined, except for certain services in the State-Federal vocational rehabilitation program.

Requests for Service

Requests for service may be made at the State Office of the Department of Social Welfare, Montpelier, Vermont. The following pages describe these services of the division in detail.

REGISTER OF BLIND PERSONS

State legislation authorizes the Department of Social Welfare to maintain a register of all known blind persons. This register is maintained on a card file, and contains pertinent information including:

1. Birthdate
2. Amount of vision
3. Diagnosis
4. Cause and prognosis of eye defect
5. Economic and occupational data, and
6. A summary of services provided

Such a register is useful for ready reference and for statistical information.

Confidential Information

Any information received in the Division of Services for the Blind, either recorded or unrecorded, is held to be confidential.

MEDICAL CARE FOR THOSE WHO ARE IN NEED

Blind persons do not escape other disease and illness. Doctors, hospitals and drugs are costly, but are needed by all in order to maintain good health.

These services are furnished by the department.

HELP FOR PARENTS OF PRE-SCHOOL BLIND CHILDREN

Advice, encouragement and information are given to parents of pre-school blind children, so that they may have a normal, healthy development. Mothers are encouraged to attend Institutes for the Pre-School Blind Child.

The department pays the costs of institutes, evaluation, and nursery equipment when parents are unable to do so.

EDUCATION FOR SCHOOL-AGE CHILDREN

The department cooperates with the Division of Special Education in making a sound individual educational plan for each child according to his needs and abilities.

ADJUSTMENT SERVICES FOR ALL

Blindness places upon a person certain restrictions which result in frustration and inactivity. These restrictions include limitation in range and variety of concepts, inability to get about, environmental detachment and arrest of the growth process.

To overcome these restrictions and make acceptance of the handicap possible, personal adjustment is provided by whatever means seem most expedient including any or all of the following:

1. *New Tools and gadgets* — for ordinary household activities such as marked rulers and and tape measurers, markers for canned goods, clocks, watches and kitchen timers, other kitchen aids, writing boards, braille writers, carpenters' tools, and many other items.
2. *Reading and Writing* — Instruction is given in reading and writing Braille, use of guide boards for long hand, check writing, typewriting, and use of talking book machines.
3. *Traveling* — Instruction in proper use of the cane, arrangements for guide dogs, walking with a human guide, importance of listening and muscular memory.
4. *Sense Training* — Development of other senses such as hearing, touch, smell, and memory.
5. *Hand Training* — Hand training is provided for the making of simple useful household articles and repairs.
6. *Recreation* — The newly blinded person is encouraged to continue his recreational activities and add new ones.
7. *Personal Care* — Help is given with good grooming, table etiquette, introductions, handling of money and many other problems of daily living.
8. *Psychological Adjustment* — The newly blinded person is helped to face his limitations realistically and to understand the attitudes of sighted persons toward him, so that his frustration will be minimized to the greatest extent possible.

HOME INDUSTRY FOR THOSE WHO ARE HOMEBOUND

Blind persons with manual ability are assisted in designing, producing, and marketing saleable products. Supplies are purchased by the department so that quality materials may be had at quantity prices. These materials are sold at cost to the homeworker, and instruction is provided in their fabrication. Finished articles, if saleable, are purchased from the client by the department which then becomes responsible for their retail sale. Clients are paid for their labor on a monthly basis. This program provides encouragement and partial financial independence. It may be an end in itself or may be a step in the vocational rehabilitation process.

The department uses a variety of outlets in its sales program. Articles are placed on a consignment basis in many gift shops throughout the State. It seeks cooperation from women's clubs, Granges, PTA's church groups, and other organizations which sponsor annual sales. Some are

sold through regular retail channels. In any case a 25% commission is available for the seller. Blind persons are encouraged to sell their own products in which case they receive the 25% commission.

The department is affiliated with National Industries for the Blind, and Skilcraft, Inc., both of which provide outlets of a wholesale nature through government orders and a retail sales program with headquarters in Rochester, New York.

TALKING BOOK MACHINES FOR THOSE INTERESTED IN READING

Undoubtedly, the most appreciated single item available for blind people is the talking book machine. These machines are manufactured by the federal government, and distributed to state agencies, who, in turn, lend them to blind persons. The New York State Library in Albany serves the readers of Vermont.

The variety and quality of recorded books is extremely good.

The records are mailed in a special mailing carton, free of charge.

No blind person, who is interested in reading, should be without one of these talking book machines.

VOCATIONAL REHABILITATION FOR THOSE WHO ARE POTENTIALLY EMPLOYABLE

In this program practically any service is available if it will increase the person's ability to work for pay. These services include:

1. *Vocational Counseling* — A thorough evaluation of the person's skills and abilities is made, and guidance provided to determine a suitable vocational goal.
2. *Physical Restoration* — Eye, general, and specialty medical examinations are provided, and surgery, medical treatment, hospitalization and prosthetic appliances may be furnished as found needed. Optical aids are available for persons whose low vision can be improved by some kind of magnification.
3. *Training and Equipment* — The department furnishes training, maintenance, transportation, occupational licenses, tools and equipment, job placement and follow-up. Training may include institutional, on-the-job, tutorial correspondence, or personal adjustment. Equipment provided in this manner remains the property of the department but is designated for the use of the client as long as it is needed by him to gain some financial return.
4. *Supervised Business Enterprises* — The department develops employment opportunities which are managed by blind persons under supervision. To date these enterprises have been limited to vending stands in public buildings including federal buildings.

Economic Need

For this program, economic need must be established for all services except examinations and counseling.

Source of Financing

The federal government pays 65.28% of the cost of administration and of the cost of case services for the client with the state paying the balance of such expenses.

Employment Opportunities

Employment opportunities include a wide variety of occupations. Blind Vermonters have been engaged in the following as a means of support: law, ministry, teaching, piano tuning, stenography, insurance, storekeeping, dairy and poultry farming, chair-reseating, telephone operating, taxi cab dispatching, housework, electrical repair, janitor service, dish-washing, plumbing, vending stand operation, lunch bar operation, many types of industrial work and many types of home industry.

In spite of this variety, employment opportunities for blind Vermonters are extremely limited. There is great need for more openings. The general public must learn that it is ability, not disability, that counts and be more willing to accept and have faith in the abilities of blind persons so that these physically handicapped people will have a chance to show that they, too, have something to give.

BIENNIAL REPORT OF THE DIVISION OF VOCATIONAL REHABILITATION, VERMONT

Three major developments have marked the 1954-56 "Extension and Improvement" period in vocational rehabilitation. As a consequence of Congressional action in 1954, substantial additional funds on three-to-one matching terms became available to help states develop new and better services for more severely disabled people. The Vermont Legislature appropriated sufficient money in 1955 to make use of all available federal funds with the result that definite progress can now be recorded.

Vermont Sheltered Workshops, Inc., a private, non-profit corporation sponsored by six private Vermont education and health organizations (Central Vermont Association for Retarded Children, Vermont, Tuberculosis Association, Vermont Heart Association, Champlain Valley Indoor Sports, Vermont Arthritis and Rheumatism Foundation, Vermont Multiple Sclerosis Chapter) with substantial assistance from federal-state rehabilitation funds began operations in Plainfield, April 16, 1956. The major operation is woodworking, but work in assembly, packaging and other light sub-contract operations and original production are anticipated. Rehabilitation services to approximately thirty handicapped persons in the Sheltered Workshop in the next year will include:

(1) development of physical capacity to work

(2) adjustment training and the teaching of good work habits

(3) development of adequate skills for placement in private industry.

The Rehabilitation Division and possibly private agencies will purchase these services, beginning with a trial period followed by training for feasible candidates in the operations found most suitable and likely to result in full-paid employment.

Industrial Homework for those whose condition and circumstances do not permit employment away from home has been quite successful in numerous metropolitan areas. In rural areas craft work and small shop production which require special gifts of initiative, design and skill, plus salesmanship or assistance in marketing, have been the only source of income for the homebound.

Under the joint sponsorship of two private national agencies for the blind (National Industries for the Blind, American Foundation for the Blind) and the federal office of vocational rehabilitation, a study demonstration project was begun in 1955 to determine whether industrial work on a sub-contract basis can be secured and successfully taken to the homebound at a reasonable cost. The project began slowly with close cooperation from the Division of Services for the Blind and the Vocational Rehabilitation Division, with clerical assistance provided by the former and one rehabilitation worker assigned full time from the latter. By July 1, 1956, a biweekly payroll of $221.62 for ten homebound workers had been achieved. The demonstration will continue nine to twelve months longer to determine the ultimate possibilities of the program in the way of expansion to all corners of the state and probable costs in terms of tax dollars invested as compared with dollars earned. Early in 1957 it should be possible to present adequate information to the Legislature to determine whether this type of homebound employment program is:

(1) A proper and desirable function of a state agency,

(2) a desirable function for a private, non-profit agency with state support, or

(3) is not a feasible solution for the employment of the homebound in Vermont.

Rehabilitation House in Montpelier is a board and room house established and operated by the Vocational Rehabilitation Division after consultation with the State Hospital and the Halfway House Study Commission. Its purpose is to make possible under favorable circumstances the provision of adjustment, training and employment placement services for women substantially recovered from mental illness and for the mentally

retarded. Many of these referrals to the Division are ready for discharge from public and private institutions, providing the above services are available in a setting so designed and so operated as to make the services adequately effective. In May 1956, under the Rehabilitation Division counselor and the house-parent, and with the continued help of the State Hospital professional staff, nine women from the State Hospital at Waterbury began this unique approach to their vocational rehabilitation.

By July 1, twelve women from the State Hospital and Brandon Training School were residing at the House. All were engaged in full or part time employment or in on-the-job training. As soon as earnings exceed personal and clothing needs the clients begin to contribute toward their own board and room.

When individual clients in Rehabilitation House show evidence of adequate adjustment and stability, both social and employment-wise, to make possible wholly independent living, they are encouraged and assisted to move on from the rehabilitation facility to completely private living arrangements. The estimate of average Rehabilitation House residence needed is six months.

On June 1, 1956, by agreement between the Departments of Education and Institutions, the Rutland property formerly called "Colony House" was transferred from the Department of Institutions to the Department of Education in anticipation of establishing a Rehabilitation House for men similar to that for women in Montpelier. As soon as suitable personnel can be secured this second facility will be put into operation. It is appropriate that the very house which formerly served a single group of handicapped people as a way station to full community living should now be put into full use in a broader program of rehabilitation. Until Colony House was operated by the Vocational Rehabilitation Division its expenses were completely borne by the state, while under the new arrangement federal funds supply about two-thirds of the cost.

If experience shows that such rehabilitation services are effective and reasonably economical in cost and there is need for greater numbers it is contemplated that other similar Houses could be established in scattered communities according to need. Larger facilities would be avoided as tending to become institutional in character.

The Rehabilitation Center to be established under contract between the State Board of Hospital Survey and Construction and the DeGoesbriand Memorial Hospital should also be mentioned. This plot facility, associated with a teaching hospital, and designed to combine physical restoration and total rehabilitation will vastly improve the services for restoration of the handicapped to useful lives throughout the state.

The full effect of these improved opportunities for vocational rehabilitation is still in the future. All categories of the disabled will receive better and more prompt service. In many cases the service will be rendered nearer home.

The increased numbers rendered services as indicated by Exhibit O reflect the first results of increased funds and services, including counseling, physical restoration and vocational training. The larger numbers given guidance and counseling and medical examinations will move, during fiscal 1957, into the other service groups, and thus toward placement in employment and self-support.

These services of rehabilitation are now being made available to an increasing number of people whose afflictions were formerly considered hopeless. For these people especially, the future looks bright.

EXHIBIT O

Rehabilitation Services Provided to the Handicapped

	1953-54	1955-56
Guidance and Counseling	471	642
By vocational rehabilitation field workers in the home, hospital, at clinics, employment service offices or wherever needed.		
Medical Examinations	237	360
Secured from family physicians, also clinics and specialists as required.		
Surgery and treatment*	102	109
The elimination or reduction of the disability as far as possible through medical treatment, surgery.		
Artificial appliances*	70	71
Limbs, braces, glasses, hearing aids, if need in order to become securely employed.		
Hospitalization and Convalescent care*	53	78
Related to surgery and treatment.		
Vocation training	64	77
Arranged in shops, factories, schools or by correspondence or private tutor at home.		
Maintenance and transportation*	100	122
In physical restoration or training.		
Occupational tools and equipment*	11	11
Placement in Employment	105	156
Follow-up to assure success.		

*These services are provided only to the extent that the client's financial condition requires.

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